

CANADIAN URBAN INSTITUTE

Managing Regional Urban Growth

I: An Annotated Bibliography



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Managing Regional Urban Growth

I: An Annotated Bibliography

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90-1 Managing Regional Urban Growth I: An Annotated Bibliography

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1. BACKGROUND AND PURPOSE

The Greater Toronto Area (GTA) has faced rapid urban growth over the past decade. The Office of the Greater Toronto Area (OGTA), in its mandate to help manage this growth in the region, is interested in acquiring and disseminating information and research on urban growth management to opinion leaders in the GTA. To this end, it contracted the Canadian Urban Institute to produce bibliography on literature pertaining to the management of regional urban growth. For this project the Institute has completed the following:

- a 320 item bibliography of articles found in journals, books and government reports on urban growth management. Approximately 150 of these items are annotated.
- summaries of approximately one page of 40 of the most relevant articles from the bibliography.
- organization of the bibliographic information into a computer database application entitled Managing Regional Urban Growth (MRUG).

This introduction outlines the approach to developing the bibliography and presents recommendations for its future maintenance, use and enhancement.

2. SCOPE

Managing regional urban growth is a challenge that is shared by many cities around the world. The literature in the 1980s has exploded, spanning thousands of articles in many periodicals and books.

In the United States the term urban growth management embraces a range of public policies from specific zoning regulations to federal urban policy. In Australia and Europe, the concept is more typically associated with terms such as 'control of development' or 'strategic planning.'

For the purposes of this bibliography, urban growth management is defined as public policies used to influence the rate, amount, type, location and nature of development within a metropolitan area.

Within this framework, the bibliography focuses on selected articles, books and government documents which address:

- broad regional strategies of urban growth management;
- the implications of urban growth on economic, social and political systems;
- large metropolitan areas in North America, Western Europe and Australia;
- issues of special concern to the GTA;
- the last decade, with the exception of some important historical articles;
- practical (rather than highly theoretical) issues.
- an English speaking audience.

Although the literature on urban growth management is dominated by the United States, effort has been made to provide a representative balance of documents, covering a range of perspectives and regions. It is assumed that the readership for this bibliography is familiar with GTA literature, and the only documents selected covering this region were those that were unpublished as of April 1990.

Approximately 100 items selected for longer annotations meet the same criteria, and, in addition, are available for reproduction.

3. METHOD

The discussion of method includes search sources, specific selection criteria for bibliographic items and database design.

3.1 Search Sources

The articles and books for inclusion in the bibliography were derived from the following sources:

- Articles listed in indexes, abstracts and bibliographies on urban affairs (Table I).
- A review of periodicals at the University of Toronto Robarts Research Library, as well as the Metropolitan Toronto Municipal Reference, Municipal Affairs and Metropolitan Toronto Planning libraries. The periodicals to review were identified through the two major listings of periodicals:
 - *New Serial Titles: A Union List of Serials held by Libraries in the United States and Canada* (Library of Congress, Washington, D.C., 1989).

- *Guide to Periodicals and Newspapers in the Public Libraries of Metropolitan Toronto* (Metropolitan Toronto Library Board, Toronto, 1988).

The list of periodicals identified through these sources, and reviewed for this project, is presented in Table II. The search for relevant articles concentrated on volumes published after 1980, with those published after 1985 receiving the greatest priority.

- The Robarts library online database search facility was extensively used for this research. This database provides access to the hundreds of periodicals and seven million books found in the Robarts.
- Articles and books suggested by staff and associates of the Canadian Urban Institute and by selected Toronto area-University professors were also included.

3.2 Selection Criteria and Classification

The following specific considerations guided the inclusion of articles and books in the bibliography.

Approaches and Policies: The literature that focuses on specific urban growth policies (regulation of population and investment in an urban area; management and direction of growth within an urban area with respect to density and spatial patterns of growth) by various levels of government is included in the bibliography. This literature focuses on practical and legislative measures that have been introduced by municipal, regional, metropolitan, provincial/state and national governments to control, redistribute and direct urban growth and its effects.

Implementation Tools and Programs: The bibliography includes literature that focuses on instruments and general policies for managing urban growth (e.g., transportation, housing, infrastructure, health, education, social services land use controls, tax, finance and other instruments). It also covers general strategic programs for urban growth management (e.g., regional programs, income distribution, industrial location).

Governmental Structures and Institutions: The bibliography includes literature on how the existing structures of government (municipal, metropolitan, regional, state, provincial and federal) have responded to meet the demands created by urban growth. It also includes some literature on the legal and institutional structures within which such governments operate (e.g., municipal organization, municipal powers, constraining or enabling state or provincial statutes, bylaws).

Urban Form: The bibliography includes literature that deals with the physical form of urban growth. This literature focuses on the distribution of population and other economic activities within and outside metropolitan areas. It contains studies which measure the effects of urban growth forms on energy consumption levels, and environmental and economic considerations.

Selected Topics: The bibliography includes literature on selected issues related to urban growth. For example, growth or antigrowth movements, affordable housing, transportation. It also focuses on political, economic, cultural, and historical concerns that guide planning agencies and governments to formulate goals and principles (assumptions about the world-economy, technology, demography, immigration, environment, national and state policy pressures, interest group pressures). Also included in this bibliography is a small literature on the history of urban growth in Canada, the United States and Western Europe.

3.3 Database Design

Bibliographical information was collected and stored on each item for the following categories:

- TITLE:** the title of the document. If the document is a journal article or a chapter in a book, it is enclosed between single quotation marks.
- AUTHORITY:** author(s) or the authority that produced the document. Format is last name, first name.
- PUBLISHER:** If the document is a book, the publisher of the book is entered. If the document is an article, the name of the journal is entered. If the document is a chapter in a book, the title of the book is entered. If the document is a government document, the printing agency is entered.
- YEAR:** the year in which the document was published.
- PLACE:** the geographic location where a book or a government document is published. If the document is an article, the journal's volume, number and page information is entered.

- URBAN AREA:** geographic location (country, state, city) about which the document is focused. The field is coded in descending size of the geographic unit (For example, US, CA, San Francisco).
- SUBJECT:** subject heading of the document. This field is selected from the keywords maintained in the thesaurus system.
- ACCESS:** this field indicates whether a physical copy of the document is available.
- MARKER:** this field allows the user to mark or unmark bibliographic items for specific printing or classifying purposes. Once certain records are marked, they can be displayed or printed.
- ABSTRACT:** this field summarizes the item. The summary or annotation can range from a few lines to more than a hundred lines. The abstract can be left blank.

3.4 Computer Application

To facilitate maintenance, use and enhancement of the database, all information was stored in a computer database application. The application, entitled Managing Regional Urban Growth (MRUG, Version 1.1) is an adaptation of a generic information management program developed by the Canadian Urban Institute using the dBASE IV programming language.

MRUG enables the user to:

- maintain a standardized bibliographical database in computerized format, with the ease of adding, deleting or modifying any items or information;
- code individual bibliographic items by a keyword;
- query and obtain screen or printed reports on the database. Items can be selected to meet search criteria for author or year of publication or a keyword.

4. FUTURE DEVELOPMENTS OF THE DATABASE

4.1 Potential Users of the Database

The following is a list of potential users of the computer database:

- policy and research staff of planning, transportation, housing and public works departments in all of the Greater Toronto Area regional and local municipalities;
- policy and research staff of local agencies with planning, transportation and urban development responsibilities in the GTA (e.g., The Toronto Transit Commission, Conservation Council);
- policy and research staff of Provincial departments and agencies concerned with urban development in the GTA (e.g., Ministry of Municipal Affairs, Ministry of Housing);
- university and community college professors and students of urban affairs;
- members of non-profit organizations and individuals concerned with the development of the GTA;

4.2 Maintenance of a Library of Articles

The Institute has copies of some of the articles contained in the database. If there is an interest, all the articles in the database, or at least the annotated ones, can be reproduced to interested parties.

4.3 Literature Synthesis

The Institute annotated and summarized selected articles highlighting assumptions, methods, findings and conclusions of individual articles. A critical and in-depth synthesis of the literature will be developed as part of the Urban Focus Series. The review will focus on the issues, policies and problems of regional urban growth in the 1980s as they apply to the GTA.

4.4 Updating the Bibliography

Because a wide number of relevant periodicals and sources has already been identified, it is now a far simpler matter to maintain and add information to the bibliography as more articles and books appear, or additional journals are published. The bibliography could be circulated widely across North America and Europe in an effort to identify any further sources and articles.

4.5 Enhancement of the Classification System

The current keyword system (thesaurus) is relatively simple using only few keywords as subject headings to classify articles and books. However, the system has the potential to use virtually an unlimited number of keywords for describing and searching articles. Currently each item can be described by only one keyword. It would be a relatively straightforward task to modify the application to enable each article to be classified by several keywords. It is also possible to further develop the thesaurus system, so that primary keywords are related to secondary keywords (that are automatically used as part of any search procedure).

Because of the flexibility of the keyword system, MRUG can easily manage a bibliography for a range of other urban affairs issues.

4.6 Spell Checks and Mail Merge

The application can be modified to permit spell checks on any information entered into the bibliography, including the abstract. As well, a mail-merge facility for identifying authors/agencies, listing their addresses and sending them standard letters can be readily developed.

TABLES

Table I
Abstracts, Indexes and Bibliographies in Urban Affairs

- *Council of Planning Librarians* is a New York based agency that has been producing planning bibliography series since 1957. The bibliography included a search of all relevant bibliographies published in the 1980s.
 - *Canadian Periodical Index* (Canadian Library Association, Ottawa, 1964-).
 - *Microlog Index* (Micromedia, Toronto, 1979-).
 - *Geographical Abstracts: Regional and Community Planning*.
 - *Urban Abstracts* (Greater London Council, Research Library, London, 1976-).
 - *Urban Canada* (Microlog Index, 1979-1987).
 - *Urban Affairs Abstracts* (National League of Cities, Washington, D.C., 1972-).
 - *Urbandoc* (New York, available in Toronto through Micromedia, 1982-1983).
 - *Sage Urban Studies Abstracts* (Beverly Hills, 1973-1990).
 - *Index to Current Urban Documents* (Westport, Connecticut, 1972-).
 - *Urban Studies: A Bibliography of Periodical Articles* (CPL Bibliography, 1986).
 - *Social Sciences Citation Index* (Institute for Scientific Information, Philadelphia, 1966-).
 - *Social Science Abstracts* (Social Science Research Council, U.S.).
-

Table II
Periodicals Searched

Those periodicals that are directly related to the focus of the research are indicated with a bullet.

- Administration and Society
 - American Demographics
 - American Journal of Sociology
 - American Planning Association
 - American Sociological Review
 - Brookings Review
 - Business Quarterly
 - California Journal
 - Canadian Municipal Journal
 - Challenge
 - Cities
 - Colorado Municipalities
 - Connecticut Town and City
 - Conservation of Life
 - Daedalus
 - Economic Development Quarterly
 - Empire Club Speeches
 - Federal Register
 - Growth and Change
 - Intergovernmental Perspective
 - International Journal of Urban and Regional Research
 - Journal of Advanced Transportation
 - Journal of the American Planning Association
 - Journal of the American Real Estate and Urban Economics Association
 - Land Economics
 - Land Use Law and Zoning Digest
 - Law and Contemporary Problems
 - Municipal Affairs
 - Nation's Cities Weekly
 - National Civic Review
 - New Hampshire Town and City
 - Ontario Planning Journal
 - Oregon Law Review
 - Plan Canada
 - Planner
 - Planning Outlook
 - Planning and Administration
 - Policy Studies Journal
 - Political Science Quarterly
 - Progress in Planning
 - Public Administration
 - Public Administration Review
 - Public Management
 - Regional Studies
 - Research in Urban Policy
-

Table II (Continued)
Periodicals Searched

- Rural Sociology
 - Social Science Quarterly
 - Social Welfare
 - St. John's Law Review
 - State Government
 - State Legislatures
 - State and Local Government Law
 - State and Local Government Review
 - Town Planning Review
 - Transactions of the Canadian Institute
 - Urban Affairs Quarterly
 - Urban Geography
 - Urban Land
 - Urban Land Institute
 - Urban Law
 - Urban Law and Policy
 - Urban Lawyer
 - Urban Resources
 - Urban Studies
 - Western City
 - Yale Law Journal
-

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GOVERNMENT -- CANADA

Friskén, Frances. (1989). 'Assessing the Consequences of Metropolitan Government'. Unpublished ms. Urban Studies Program. York University.

Since the 1950s metropolitan government has been considered as the optimal public sector response to problems associated with multi-jurisdictional urban regions. That position has become difficult to sustain in the face of arguments that metropolitan government for governing such urban regions is just one policy instrument among others. The question such arguments raise is: does a shift to a more centralized government for a large urban area yield demonstrable changes in the way its citizens are governed and the costs and benefits they derive from government activity? Although there are difficulties in assessing what would the consequences have been without a metropolitan government in such urban regions, Friskén in this article argues that the challenge of determining what the creation and functioning of metropolitan government actually means to the way urban areas develop is a crucial element of the more general challenge of determining the role of the state and state institutions in shaping the urban experience.

Friskén tackles that challenge by assessing the effects of metropolitan government on the development of Metropolitan Toronto's transportation system, with particular attention to its importance to public transit. Metropolitan Toronto is widely regarded as one of the most successful experiments in metropolitan government in North America. Its public transit system has been credited not only with enhancing the attractiveness of downtown Toronto as a site for both business and residential development but also with stimulating development in other parts of the city, particularly in the vicinity of subway stations.

Friskén concludes that metropolitan government had an important influence on the development of Metropolitan Toronto's public transportation system. It provided both an organizational and a political context productive of decisions that gave transit a more important role in the area's transportation system than it would have achieved otherwise. Its ability to play that role was greatly enhanced, however, by the fact that (i) the transit agency preceded the formation of metropolitan government; (ii) many of Metro's member municipalities, in adopting land use practices to further their own interests, also promoted land uses of benefit to transit; and, (iii) provincial government policies helped to strengthen the role of transit at critical stages in the development of the area's transportation system.

Friskén, Frances. (1979). 'Stages in Metropolitan Reform: From Community of Interest to Communities on Their Own'. Unpublished ms. Urban Studies Program. York University.

Friskén, Frances. (1986). 'Canadian Cities and the American Example: A Prologue to Urban Policy Analysis'. *Canadian Public Administration*. 29(3):345-376.

The focus of this paper is on differences in urban policy in Canada and the United States. Friskén defines urban policy as "an aggregate of government decisions and activities that have cumulative effects on the character of cities and the quality of urban life over time, even though such effects on the character of cities may be neither foreseen nor intended."

The developmental pattern that characterizes metropolitan areas in the United States often serves as a basis for evaluating the condition of Canadian cities and attributing a distinctive thrust to Canadian urban policy. Frisken argues that, however, to be meaningful, comparative evaluations have to take account of the way government activities have helped to shape U.S. metropolitan areas over an extended period of time. A criticism implicit in much U.S. urban analysis is that government activities have persistently contributed to large inequalities in the social and economic condition of metropolitan area municipalities. By contrast, in Canada inter-jurisdictional equalization has played a larger role in federal-provincial relations than it has in federal-state relations in the United States. It also seems to have influenced the way provincial governments dealt with municipalities during the 1960s and 1970s. Frisken makes three generalizations about the way Canadian urban policy-making has evolved since 1950: (i) the overall trend of provincial government activity has been away from reliance on local government restructuring as a means of effecting desired improvements in municipal administration; (ii) the reduction of inequalities among municipalities has certainly been among the goals assigned to provincial policy in virtually all provincially sponsored studies of municipal government reorganization and provincial-local finance; and, (iii) a feature of provincial policy-making from the 1960s onward has been a shift away from a concern with inequalities among municipalities in urban areas to a concern with inequalities that arise in the municipal sector as a whole. Frisken argues, however, that, at the present time provincial governments are allowing the governmental systems of metropolitan areas to become more fragmented. They are also under pressure to reduce or abandon their efforts to equalize services and property tax burdens among municipalities. Frisken concludes that how provincial governments will respond to that pressure will help to determine how closely the development of metropolitan areas in Canada conforms to the pattern of urban development characteristic of the United States.

GOVERNMENT -- DENMARK, COPENHAGEN

Leslie, David. (1985). 'The Future for Metropolitan Strategic Planning: Comparisons with Greater Copenhagen'. *The Planner*. October: 16-17.

The author compares recent debates occurring in Denmark and Britain about greater central government control in metropolitan strategic planning especially with respect to the Greater London and Greater Copenhagen Councils (GLC and GCC respectively). In Copenhagen, the GCC is indirectly elected (from elected representatives of constituent municipal and county councils) and its chairman is elected by the GCC members. This form of membership has often been criticized for its problems of dual loyalty (to a local cause versus a metro cause) and the consequences this has for metropolitan strategic planning and a collective weakness in making regional decisions. Despite this and some dissatisfaction with weakening of regional growth policies, the Danish response is a continuing commitment to a process of public consultation with integrated service provision and physical planning. By contrast, the British experience with and reaction to the sometimes collective weakness in the GLC and other metropolitan counties has been to dismantle the metro government and replace it with strategic guidance from the Department of the Environment. The author questions whether this will provide a needed 'metropolitan dimension' in decision-making. He concludes that it is not unreasonable to

assume that collective weakness will emerge to the same degree existed prior to the creation of GLC in the 'post-metropolitan era' under the guidance of the Department of the Environment.

GOVERNMENT -- FRANCE

Booth, P.A.. (1985). *Decision Making and Decentralization: Development Control in France*. University of Sheffield, Department of Town and Regional Planning. Sheffield: Occasional Paper No. 60.

GOVERNMENT -- ITALY

Chiti, Mario P.. (1982). 'The Italian Experience of Regional Government'. *Urban Law and Policy*. 4:89-105.

GOVERNMENT -- US

Jones, Victor and D. Rothblatt. (1989). 'Governance of the San Francisco Bay Area'. Unpublished ms.. University of California at Berkeley.

This paper describes the current planning and policy issues that are faced by the San Francisco Bay Area as an urban region. Jones notes that the 1989 earthquake has increased the potential for intergovernmental cooperation, but before the earthquake an agreement had already been reached to bring several strands of interest in studying and planning regional approaches to regional problems into a single organization called 'Bay Vision 2020'. This agency is envisaged as a multi-purpose regional agency which will deal with major problems of the region ranging from waste management issues to transportation systems.

Jones argues that the throughout the twentieth century single purpose regional agencies have been created in the Bay Area but all attempts to create a multiple-purpose regional agency have failed. For this reason the future of this new agency which started its operation in 1990, is anxiously awaited. There is a heightened interest among all levels of government and community groups in the Bay Area about a multiple-purpose regional agency. Jones argues that the Bay Area has increasingly become a multi-nucleated regional community as opposed to a monocentric metropolis. There exist thousands of nonprofit community organizations, hundreds of governmental agencies and corporations and business interest groups which aptly reflect this highly fragmented and multinucleated urban region. Only a few of these organizations operate throughout the entire Bay Area. Nonetheless these organizations are actively engaged in its economy, in providing cultural outlets and social services, and in monitoring other private and public agencies. Their actions affect the environment, public interests, and the ideological values of other Bay Area organizations.

These include the Greenbelt Alliance, the Bay Area Council and the Santa Clara County Manufacturing Group. The Greenbelt Alliance was founded in 1958 for the

preservation of open space in the form of a greenbelt, but it has recently broadened its mission to include fostering the viability of the entire Bay Area, thus encompassing many political, economic and social issues. The Greenbelt Alliance sees the major problem in the Bay Area as the uncontrolled growth of the metropolis. The consequence of this growth has been dispersion and sprawl of the metropolis with loss of farmland and increased reliance on automobile. GA has recently launched an influential policy paper to promote centralization in the region. The Bay Area Council is a business-sponsored organization which was founded in 1945 to provide a forum for consensus building and a platform for regional leadership.

The governmental system of the Bay Area is no less fragmented. There is one county-city (San Francisco), 8 counties and 98 municipalities. Jones notes that home rule has been embodied in many constitutional and statutory provisions. It is not held as tightly now by city and county officials, as it was before the 1970s. It has been increasingly realized that problems faced by individual cities are of regional character and require cooperation. The Association of Bay Area Governments (ABAG) was created in January 1961 in response to growing concern about regional issues. The Association is in itself not a government agency, but tries to provide the means by which city and county governments and special purpose agencies can work together to solve regional problems. Municipal government structures are now being challenged. Many critics see municipal government as unrepresentative in its structure, overly concerned with petty matters, and unable to make hard decisions where public interests and private interests are in conflict, or where justice, equality, or ecological concerns are opposed to private gain or prejudice.

Jones concludes that difficulties awaiting the new multiple-purpose regional agency (Bay Vision 2020) are significant, but there are potential areas where such an agency can mobilize important support

Baer, William. (1988). 'California's Housing Element: A Backdoor Approach to Metropolitan Governance'. *Town Planning Review*. 59(3): 263-276.

The traditional solution to planning for and governing metropolitan regions is to interpose a new governmental structure between local and higher levels of government. An alternative approach – one relatively untried – is to devise a system of governance: a system of relationships between existing levels of government by requiring local sharing of regional goals. Baer contends that metropolitan governments have rarely been a popular solution to regional urban problems in North America despite their acclaim in academia. He gives a number of problems of metropolitan government from the United States and points out area where these governments perform poorly. Baer argues that part of the problem may lie in assuming that metropolitan governments are the solution. He says that metropolitan governance may be the better approach. He says the former assumes that the solution lies in imposing a new government structure upon a metropolis of local governments, while the latter seeks only to provide new procedures to be used by existing governments at the local and higher levels.

Baer claims that California's housing element requirement for local governments uses this alternative approach. It is a system of governance which combines 'top-down' with 'bottom-up' planning by allocating fair shares of regional housing need to local governments to plan for, and to help produce. A regional estimating/advisory agency allocates provisional share, but the final numbers are negotiated between local governments, the

regional agency, and the State. This article provides the history and context of the approach and explores its merits, along with a discussion of how it has worked to date.

Baer argument is predicated on the assumption that metropolitan governance is more flexible and adaptable in management of metropolitan growth than rigid schemes of metropolitan government. The metropolitan government styles often rely on comprehensive regional planning exercises which are ambitious, inflexible and costly. Whereas metropolitan governance can work with agreed principles of planning. Baer concludes that the metropolitan governance approach embodied in California housing element legislation deserves consideration by other nations as a new perspective on governing metropolitan areas in the twenty-first century.

Hemmens, George C. and Janet McBride. (1989). 'Planning and Development Decision Making in the Chicago Region'. Unpublished ms. Canadian Studies Program. University of California at Berkeley.

The authors note that the 1980s was a decade of transition for Chicago from a heavy industry base to a service based economy. Similarly, the geographic pattern of growth has seen a change in the City of Chicago's portion of the regional population which has been declining. This paper describes recent government and planning processes in the Chicago region which is home to some 7 million people.

There are 6 counties, 261 municipalities and 113 township governments in the region which, as the authors describe it, is one of the most intensely governed regions in the United States. The legislation and the prevalence of home rule among larger municipalities shows a preference for strong municipal governments rather than strong state, county, or regional governance but it has been increasingly realized that the regional character of many problems require regional approaches to government and planning.

There are important agencies which were formed in response to such concerns. The Northeastern Illinois Planning Commission (NIPC) is the major regional planning organization in the region. It is supported by the state and its member governments. Regional transportation planning is done jointly with the Chicago Area Transportation Study (CATS), established by the Illinois Department of Transportation. Some of the municipalities have formed their own intergovernmental associations, notably the Northwest Municipal Association, the South Suburban Mayors and Managers Association, DuPage County Mayors and Managers Association, to develop cooperative working arrangements.

NIPC was created by the State of Illinois in 1957. It is governed principally by local elected officials. The enabling legislation stresses the plan making function of the Commission. Its recent emphasis is the preparation and dissemination of information and technical assistance to local government. NIPC currently defines its basic function as threefold: (i) to prepare and disseminate information about the region and its needs; (ii) to foster cooperation among different levels of government; and, (iii) to strive for consensus on policies and plans for action which will promote the sound and orderly development of the northeastern Illinois area.

CATS was formed in 1955 with the aim of developing the first comprehensive long-range transportation plan for the region. CATS was originally formed as an experiment. The perceived success of its first planning effort led to its evolution into a permanent agency and to the expansion of its boundaries. CATS now operates through a series of

policy, technical, and advisory committees with support provided by agency staff. The Policy Committee consists of representatives of transportation operating and planning agencies in the region. The Work Program Committee monitors planning efforts for consistency with the policy decisions. The CATS Council of Mayors consists of a representative from each of 11 subregional Councils and the City of Chicago. The Council represents over 260 municipalities in northeastern Illinois.

Between 1987 and 1989 CATS and NIPC undertook a major planning effort: the 2010 Plan. NIPC prepared the population, employment and income estimates in consultation with the local governments of the region. The results of forecasting models at the regional level were compared with local forecasts and growth assumptions. By a process of analysis and negotiation the local and regional estimates were brought into agreement. A list of 200 transportation projects was compiled from suggestions of public agencies, local governments, and public hearings. They were analyzed by CATS and reviewed by the evaluation committee. The latter committee approved some of the projects for further study, modified or combined others, and eliminated some. The authors describe this recent planning process as quite successful. Although some crucial issues were raised by some aspects of the plan, in general NIPC and CATS were flexible in accommodating various objections. But they note that, on the basis of extensive interviews, some important regional issues such as increasing reliance on highway construction, waste management and air quality were not adequately dealt with. According to the authors their respondents were nearly unanimous in agreeing that the present organizational base for resolving regional issues is inadequate for dealing with the regional issues. They say the suggestion most often made for change was the creation of a strong comprehensive regional agency. Specific suggestions ranged from some form of regional government to a strengthened NIPC. However, the second most common suggestion was to seek greater voluntary cooperation among regional actors with emphasis on an issue by issue approach to determining participants and roles. And the third most common suggestion was to increase the leadership of the State in regional management. The final suggestion, receiving limited support, was to strengthen local autonomy. The authors conclude that a regional perspective on government in Chicago region is unfolding.

McLure, W. (1988). 'Subregional Government Working in the Bay Area'. *Western City*. 64(12):21-22.

This article covers four urban counties in the San Francisco Bay Area: Alameda, Contra Costa, San Mateo, and Santa Clara. The focus is on their efforts towards finding solutions to their problems at the subregional level. The author comments on the change in the agenda of monthly city manager and county manager meetings: the counties in the Bay Area are, as a group, dealing with issues such as solid waste management, hazardous waste disposal, growth management, emergency medical service financing, shelter programs for the homeless and regional transportation systems. McLure concludes that the motivating force behind subregional planning is that states have the ability to pass legislation that may not solve a particular region's problems.

Johnson, William C. and John J. Harrigan. (1987). 'Political Stress and Metropolitan Governance: The Twin Cities Experience'. *State and Local Government Review*. 19(3):108-113.

Government agencies are subject to stress due to changes in their political environment and policymaking challenges. This article examines the response to stress by the Metropolitan Council of Minneapolis-St. Paul, Minnesota. The council, created in 1967, drew acclaim as an innovative approach to policy making and service coordination in that seven county region within the first ten years of its existence during which it accomplished a number of projects.

Whiting, Charles C.. (1984). 'Twin Cities Metro Council: Heading for a Fall?'. *Planning*. March: 4-10.

Mattek, David A.. (1988). 'Spotlight on the New Jersey County and Municipal Government Study Commission'. *Intergovernmental Perspective*. 14(3):5-6.

The New Jersey County and Municipal Government Study Commission is a well established state Advisory Commission on Intergovernmental Relations (ACIR). It has an extensive record of making a contribution to the legislative process, to the effectiveness of local government operations and to the interaction between county and municipal government and the state government. The commission was created by statute in 1966 as an autonomous advisory board within the legislative branch of state government. This article profiles the commission and highlights the fact that many of their reports have prompted legislative changes. Additionally, Mattek discusses the commission's past accomplishments and its impact on the relationship between the executive and legislative branches of state government and the state, county, and municipal government.

American Planning Association. (1986). 'Regional Planning Today'. *The Practice of State and Regional Planning*. APA, Chicago: 133-165.

American Planning Association. (1986). 'Techniques for Implementing Regional Plans'. *The Practice of State and Regional Planning*. APA, Chicago: 166-184.

Buckwalter, Doyle W. and J.I. Legler. (1987). 'City Managers and City Attorneys: Associates or Adversaries?'. *Public Administration Review*. 47(5):393-403.

Since the adoption of the Council-Manager form of municipal government in the beginning of the twentieth century, personal and professional relations between the city manager and the city attorney have been marked by suspicions and competition. This article provides a brief account of the evolution of the relations between these two professional groups. The lack of consensus on whether the attorney is a member of the management team or fills a unique watchdog responsibility for the council and the public has led to numerous sensitive issues, including administrative control, greater responsibility of the attorney, and attorney involvement in policy development.

Libonati, Michael E.. (1987). 'Reconstructing Local Government'. *Urban Lawyer*. 19(3):645-660.

Libonati says that a local government is a device, a tool, an implement of the state legislature for achieving goals and objectives determined by that body. The article examines purported state constitutional protection against state legislative incursions on local activities and affairs and finds them wanting.

Nalbandian, John. (1987). 'The Evolution of Local Governance: A New Democracy'. *Public Management*. 69:2-5.

Zimmerman, Joseph F.. (1989). 'Charter Reform in the 1990s'. *National Civic Review*. 78(5):329-338.

The recent release of the New Seventh Edition of the Model City Charter has heightened awareness of need for charter review in many municipalities. The new model, with its emphasis on simplicity and brevity, is truly a charter for the 1990s. It fosters citizen understanding of local government structure and ultimately broader participation in local government. The administrative specifics on which the charter is silent can readily be provided through legislative ordinance appropriate for unique local conditions.

GROWTH -- AUSTRALIA, MELBOURNE

Smith, James. (1982). 'Threshold Analysis of Two Potential Metropolitan Growth Corridors: Melbourne Case Study'. *Town Planning Review*. 53(2): 200-214.

GROWTH -- CANADA

Bourne, L.S.. (1989). 'Are New Urban Forms Emerging? Empirical Tests for Canadian Urban Areas'. *Canadian Geographer*. 33(4):312-328.

This paper tests five separate but related hypotheses with respect to the emergence of new patterns of urban growth in Canada and the United States. These hypotheses have been suggested by urban analysts over the last two decades. Whatever disagreements may exist among them, they point out a new threshold in the history of urban growth in North America.

The five main hypotheses that Bourne tests are: (i) the dispersed city hypothesis which asserts a deconcentration of population in metropolitan area (particularly in the United States this hypothesis is associated with inner city decline); (ii) the social mosaic hypothesis which postulates an increasing diversity and differentiation but also polarization (between the suburb and the city, and different classes); (iii) the reverse status gradient hypothesis which asserts an emerging inner city elite and gentrification (this is often associated with displacement of low-income residents from the inner city); (iv) the labour market mismatch hypothesis which postulates a shift in residential location and commuting), and; (v) the multinucleation hypothesis which postulates the emergence of multinucleated metropolitan growth in which commuting reaches unprecedented levels. Bourne's analysis builds on the 27 largest urban areas in Canada.

The empirical results confirm the hypotheses of a continued decentralization of population and employment and of an increasingly diverse social and ethnocultural society. He thus supports the hypothesis of widespread decentralization in Canada. Bourne notes, however, that despite the rapid deconcentration of employment, a distinct multinucleated urban form has not yet emerged in Canada. He also argues that there is little justification as yet for supporting the hypothesis of a reverse status gradient or that of the emergence of an elite inner city. He admits that many inner city areas in Canada have witnessed significant increases in average social status, primarily through gentrification, but not sufficient to reverse the signs of the coefficients on well-established intra-urban income profiles. He argues that across the entire Canadian urban system, income differentials between inner city and suburbs remain, although that differential is increasing in some cities and decreasing in others.

Whelan, Robert K. (1988). 'Recent Urban Economic Development Activities in Montreal'. Unpublished ms. School of Urban and Regional Studies. University of New Orleans.

The article attempts to address two paradoxes the author identifies in Montreal: one, a seemingly booming economy yet a relatively high unemployment rate; and, two, an appearance of a well-planned city yet criticisms of Montreal as representing "non-planning". While the author does not directly respond to the paradoxes he does reveal the dominance of planning and development efforts focused on downtown Montreal in both the "pluralist political economy" of the Drapeau era and the "federalist political economy" of the post-1986 Dore years. The author describes several economic and development trends in Montreal which have been similar to those experienced in other major metropolitan areas during the 1970-80 period: the decline in the inner city population, stability of the inner suburbs, and the dynamic expansion of outer suburbs; increasing unemployment, with Montreal higher than most major centres in the 1980s; and, the shift of manufacturing from the central city to suburban sites and the emergence of a "diversified service centre".

During the 1970s, Montreal dealt with its economic decline and transition to a service-based, tertiary sector economy by emphasizing downtown development. Since the 1970s both the Drapeau and Dore administrations have supported the central business district. The Drapeau period is characterized as one dominated by mega-projects, and one described by Whelan as representing a "pluralist political economy" where politicians have sufficient organizational resources to be independent figures, and dominant land-use coalitions, especially those concerned with the economic vitality of the central business district, are the central features. Therefore the Drapeau era represented a period of time where the principal concerns were to reshape the land use patterns of the downtown and improve transportation into the business district. The Dore administration which came into power in 1986 is described as supporting a "federalist political economy". This contrasts with the former in representing weaker relationships between land interests and city politicians and the emergence of citizen coalitions and community councils supporting decentralization policies. However, the author argues that this did not pose a direct challenge to downtown business groups and once Dore was elected his platform included working directly with business.

Nowlan, David and G. Stewart. (1989). 'The Effect of Downtown Population Growth on Commuting Trips: Recent Toronto Experience'. Unpublished ms. University of Toronto, Department of Economics.

Artibise, Alan F.J.. (1988). 'Canada as an Urban Nation'. *Daedalus*. 111:237-264.

Yeates, Maurice. (1985). *Main Street: Concentration and Deconcentration in the Windsor-Quebec City Axis*. Land Directorate, Environment Canada. Ottawa.

Edmonston, Barry, M.A. Goldberg and J. Mercer. (1985). 'Urban Form in Canada and the United States: An Examination of Urban Density Gradients'. *Urban Studies*. 22:209-217.

Goldberg, M.A. and J. Mercer. (1986). *The Myth of the North American City: Continentalism Challenged*. University of British Columbia Press. Vancouver.

GROWTH -- EUROPE

Fielding, A.J.. (1982). 'Counterurbanisation in Western Europe'. *Progress in Planning*. 17:1-52.

This work places the trend towards deconcentration (or nucleation) of urban growth that was detected in the 1970s in a comparative framework. It looks at the population redistribution and the components of growth in Europe between 1950 and 1980. The conclusion is that the concept of counterurbanisation is not a useful concept in comprehending changes in modern urban growth trends in Europe.

Gottman, Jean. (1989). 'The Great Urban Gamble: A Review Article'. *Town Planning Review*. 60(1): 89-94.

Hohenberg, P.M. and L.H. Lees. (1985). *The Making of Urban Europe 1000-1950*. Harvard University Press. Cambridge, Mass.

Liddle, Barry. (1989). 'Strategic Issues in Regional Growth'. *The Planner*. April: 37-40.

Schmal, H. ed.. (1981). *Patterns of European Urbanization since 1500*. Croom Helm. London.

Young, Tony and Roy Cresswell. (1982). *A Contribution to the Council of European Campaign for Urban Renaissance*. Construction Press. New York.

GROWTH -- EUROPE AND NORTH AMERICA

- Bairoch, Paul. (1988). *Cities and Economic Development: From the Dawn of History to the Present*. University of Chicago. Chicago.
- Bookchin, Murray. (1987). *The Rise of Urbanization and the Decline of Citizenship*. Sierra Books. San Francisco.
- Dogan, Mattei and J.D. Kasarda. (1988). *The Metropolis Era Volume 2: Mega-Cities*. Sage Publications. California.
- Dogan, Mattei and J.D. Kasarda. (1988). *The Metropolis Era Volume 1: A World of Giant Cities*. Sage Publications. California.
- Friedmann, John and G. Wolff. (1982). 'World City Formation: An Agenda for Research and Action'. *International Journal of Urban and Regional Research*. 6(3):309-344.
- Hall, Peter. (1986). 'National Capitals, World Cities and the New Division of Labour'. *The Future of the Metropolis*. 135-148.
- Hall, Peter. (1988). *Cities of Tomorrow*. Basil Blackwell. London.
- Hall, Peter. (1984). *The World Cities*. Weidenfeld and Nicolson, 3rd ed. London.

GROWTH -- FRANCE, PARIS

- Roncayolo, Marcel. (1986). 'Long-Term Trends and Problems of Metropolitan Paris'. *The Future of the Metropolis*. 111-117.

GROWTH -- GERMANY

- Bade, Franz-Josef. (1986). 'Berlin and the Spatial Division of Labour within the Federal Republic of Germany'. *The Future of the Metropolis*. 201-220.
- Wild, T. ed. (1983). *Urban and Rural Change in West Germany*. Croom Helm. London.

GROWTH -- UK

- Keeble, David. (1986). 'The Changing Spatial Structure of Economic Activity and Metropolitan Decline in England'. *The Future of the Metropolis*. 171-200.

GROWTH -- UK AND ITALY

Coombes, Mike. (1984). 'Counterurbanisation in Britain and Italy'. *Progress in Planning*. .

This work provides a brief review of the early counterurbanization literature and suggests that the concept is poorly specified. It further notes potential problems of generalization from poorly understood trends of urban growth.

GROWTH -- US

Thomas, Robert D.. (1989). 'Ability in the Context of Vulnerability: Urban Growth Decision Making in Houston'. Unpublished ms. University of Houston. Houston, Texas.

In this article the author discusses the popular concept of Houston as a free market, laissez-faire doctrine which has allowed urban growth to be shaped by private developers and not by bureaucratic zoning legislation. The author explores the roots of this concept by looking at: the territorial components of urban growth within which the local government has struggled to make its political boundaries relevant to economic and social patterns; and, the constitutional and statutory framework which has supported a politically dominant central city, fragmented special purpose bodies in the periphery, and a strong integration between the government and the land development industry. First, the city of Houston has dealt with the mismatch between its political boundaries and urban growth in a unique manner. The framework governing urban growth decision-making has been unlike that in many other metropolitan areas where suburban-central city conflicts challenge the central city's political dominance over a metropolitan area. During the period of time when population began to disperse outside central Houston (1940s- 1960s) the city began aggressive annexations, stifling new municipal corporations, and bringing suburban growth into the city's jurisdiction. Therefore, urban growth decision-making has been retained by the city of Houston thereby enhancing its political power over the region.

Second, the Texas constitutional and statutory authorities permitting such a municipal structure are very different than that found in other metropolitan areas. These consist of a county (metro) system which is constitutionally subordinate to the city and only able to supplement and support city functions. It is politically fragmented and has a multiple-executive structure where individual commissioners have special service responsibilities. In addition to the county level, there is a system of small, independent special purpose districts which can be annexed and absorbed into the city's jurisdiction. The central city therefore remains the only government jurisdiction with issue-wide and region-wide authority and consequently decision-making power on urban growth. The author notes that this structure results in several cooperative arrangements between land developers and the city and county governments. It supports the economic and territorial objectives of the land development industry where marketplace activities are the driving force behind local decisions. For example, county commissioners require land developers to facilitate local growth through their financial contributions to special purpose districts and therefore work cooperatively with developers. Second, private economic interests (e.g. land developers)

focus on the city government and politics to advocate their causes which enhances the power of elected officials.

Baldasarre, Mark and W. Protash. (1982). 'Growth Controls, Population Growth and Community Satisfaction'. *American Sociological Review*. 47:339-346.

The authors explore the social contexts (e.g. local unemployment, proportion of middle class residents, etc.) in which municipalities adopt growth controls and the influence of planning interventions on growth rates and community satisfaction. The study methodology involved the use of a survey conducted in 1978 on Northern California city planning agencies and community residents. The authors evaluated four factors often cited as influencing growth control philosophies.

One is the relative significance of social factors on growth controls and population growth. Two hypotheses on this issue are quantitatively assessed: Molotch's (1976) argument that local elites dominate municipal decision making and favour growth to maximize their profits; and Logan's (1978) suggestion that high status localities organize to protect their interests and formalize their concerns through growth controls. The results indicated that the most significant social variable was the percentage of residents employed in white collar occupations; the variables representing social homogeneity (elites) and income status were not as nearly significant, rejecting the above two noted hypotheses.

Second, the impacts of local activism on growth controls and growth rates are explored. In general, this question was raised in response to the little evidence available on the relationships between high status communities, collective mobilization and the adoption of growth controls. The results indicated that resident populations characterized by white collar occupations were more likely to act against progrowth policies and that economic resources alone are not sufficient for collective mobilization.

A third factor studied is the influence of growth controls on growth rates after accounting for the effects of city characteristics and local activism. The authors conclude that growth controls have had little impact on local growth rates. This is partly attributed to the fact that interventions may only be responses to problematic population increases where the causal relationship is one where growth controls are a response to already existing growth pressures. They note other studies have supported this proposition where strong correlations have been noted between past growth patterns and present local policies and local officials' attitudes toward future growth. To evaluate this the authors note would require a longitudinal analysis.

The final factor explored a comparison of residents of growing localities having different growth policies to determine if restrictive controls are effective in improving satisfaction with the community. The presence of stringent growth controls, other things being equal, was found to have no positive influence on community satisfaction. This the authors argue is partly related to the fact that growth management practices are initiated after residents are sufficiently dissatisfied (as argued above) and then organize to demand municipal actions. Therefore, impacts of growth policies may take time to reduce growth and improve community satisfaction.

Fogarty, Michael S. and G.A. Garofalo. (1988). 'Urban Spatial Structure and Productivity Growth in the Manufacturing Sector of Cities'. *Journal of Urban Economics*. 23:60-70.

Observations concerning the future of large cities have been based largely on, first, a long-standing theoretical argument that large cities possess agglomeration economy advantages and, second, cross-section empirical studies of manufacturing productivity. This paper investigates productivity growth in the manufacturing sector of 13 large American metropolitan areas between 1957 to 1977. The authors use total productivity methodology to identify the contribution of agglomeration economies to productivity growth for these areas. The empirical tests give special attention to the contribution of urban spatial structure to productivity growth.

It is argued that the evidence in support of productivity advantages favouring large cities has not been convincing, particularly in the context of widespread population loss and dramatic regional shifts in the location of manufacturing. Even though these large cities have been losing population and experiencing major losses of manufacturing activity, they could still retain a productivity advantage which is being offset by cost advantages. In other words, the competitive position of a city in regional competition depends on both productivity growth and the trend in regional factor cost differentials.

The authors contend that even though several recent papers have attempted to explain the recent experience of large cities by testing for the loss of agglomeration economies in large cities, they have not dealt directly with the issue of whether productivity growth has declined in these urban centres and whether agglomeration economies have played a role in recent productivity trends. This paper focuses on the unresolved productivity issue.

The results suggest that the efficiency of cities is not dependent just on optimal population size. It also depends on the spatial arrangement of economic activity within the metropolitan area. One possibility is that the profit maximizing behaviour of firms, in the presence of agglomeration of economies or production externalities, may have contributed to a less than optimal urban spatial structure, as reflected in the evidence of an estimated reduction in the contribution of agglomeration economies to manufacturing productivity growth. One positive implication for cities is that cities may have the ability to influence the performance of manufacturers through their controls over land use.

Maurer, Richard and J. Christenson. (1982). 'Growth and Nongrowth Orientations of Urban, Suburban and Rural Mayors'. *Social Science Quarterly*. 63:350-358.

Growth theories such as the 'political economy of space' suggest that local elites and elected officials tend to have a strong orientation to growth ideology and those individuals with an interest in growth, or their representatives, enter local politics. The objective of this study is to test the theory put forward by Molotch which considers the city as a growth machine by examining growth and nongrowth orientations of mayors in a wide range of communities (e.g. city, suburb and nonmetropolitan). They collected the data for this research through personal interviews with mayors from 260 cities in Kentucky for 1975.

The results do not support the hypothesis that mayors in cities with fast growing populations are more oriented toward commercial and industrial growth. Evidence does suggest that mayors of metropolitan suburbs are more nongrowth than their counterparts in larger core cities and nonmetropolitan areas. The authors also hypothesized that nongrowth orientation would be stronger in communities with higher average family incomes. This assertion holds only for suburbs of metropolitan areas and not for core cities or

nonmetropolitan areas. The policy implication of these findings is that while mayors in the core cities of metropolitan areas are growth oriented, mayors in the suburbs of these metropolitan areas tend to be nongrowth oriented. Thus, a direct policy conflict exists at the metropolitan level.

Alonso, William. (1964). 'The Historic and Structural Theories of Urban Form'. *Land Economics*. 40:227-231.

Alonso, William. (1973). 'Urban Zero Population Growth'. *Daedalus*. 102(4):191-206.

Appelbaum, Richard P., J. Bigelow and H. Kramer eds. (1976). *The Effects of Urban Growth*. Praeger. New York.

Berger, Curtis J.. (1979). 'Controlling Urban Growth via Tax Policy'. *Urban Law and Policy*. 2:295-314 .

Bernard, Richard M. and B.R. Rice. (1983). *Sunbelt Cities: Politics and Growth Since World War II*. University of Texas Press. Austin, Texas.

Bernard, Richard M. and B.R. Rice eds. (1983). *Sunbelt Cities: Politics and Growth since World War II*. University of Texas Press. Austin.

Blumenfeld, Hans. (1967). *The Modern Metropolis*. MIT Press. Cambridge, Mass.

A classic statement on the changing patterns of metropolitan growth in North America.

Bradbury, Katherine L., Anthony Downs and K.A. Small eds. (1982). *Urban Decline and the Future of American Cities*. Brookings Institute. Washington, D.C..

Many large American cities have been gradually losing population and economic activity since World War II creating many serious problems, particularly of a fiscal nature. There are numerous conflicting theories regarding the causes of urban decline and most have never been subject to empirical testing. This book investigates these theories of urban decline by testing them against data gathered from 1960 to 1975 on the 153 American cities that contained 100,000 or more persons in 1970. The authors feel that it is vital that urban decision-makers understand urban decline and its implications since resource allocations involving billions of dollars will be based on competing views of the central city either as "urban reservations" or as the geographic core of an "urban renaissance". For example, the debate over whether to fund public transit or urban expressways depends very much on one's view of the central city. The book begins by providing a working definition of urban decline and thereafter exploring some of its causes. A subsequent chapter discusses about 40 theories of varying complexity that have been advanced as explanations of urban decline. In the empirical analysis, urban growth and decline are found to be statistically associated with a number of factors. The book also includes a chapter on the decline of neighbourhoods and a case study of policy initiatives necessary to combat decline in Cleveland, Ohio. Two chapters discuss future urban trends and the most important

conclusion is that a continuation of population decline seems irreversible in many of these cities and, as such, public policies should not necessarily seek to halt or reverse such trends but rather aim to assist local governments and residents in adjusting to lower levels of population and economic activity. A number of more specific recommendations follow this principal conclusion. The authors suggest that anticity biases should be removed from federal policies and that effective forms of providing federal aid to cities be developed. They also identify local fragmentation as a major impediment to federal adjustment policies. While consolidation is not likely to be politically viable, they recommend the use of tax-base sharing at the metropolitan level to reduce fiscal imbalance while retaining local control over spending and land use. Finally, the authors feel that the federal government must empower needy households and individuals to act for themselves in relevant markets. To do this, Congress must make available resources at an appropriate level and avoid creating programs which are subsequently starved for resources.

Braid, Ralph. (1988). 'Uniform Spatial Growth with Perfect Foresight and Durable Housing'. *Journal of Urban Economics*. 23:41-59.

Fitzpatrick, Kevin and J.R. Logan. (1985). 'The Aging of the Suburbs, 1960-1980'. *American Sociological Review*. 50:106-117.

Frey, William H. and Alden Speare. (1988). *Regional and Metropolitan Growth and Decline in the United States*. Russell Sage Foundation. New York.

This book takes stock of the changes that were detected in the 1980 Census with respect to metropolitan growth. It is further supported with more recent data. It is the most comprehensive treatment of the recent changes in metropolitan growth in the United States.

Krannich, Richard S. and C.G. Humphrey. (1983). 'Local Mobilization and Community Growth'. *Rural Sociology*. 48(1):60-81.

The authors set out to explore the social dynamics of local community growth, growth promotion and their consequences. Using a stratified sample of key informants in Pennsylvania small urban places, the study examines the relationship between organized local efforts to promote growth and changes in residential population between 1973 and 1978. Assuming population change to be the best single indicator of growth promotion success, it is hypothesized to be a function of a number of factors including prior growth rates, community accessibility, community entrepreneurship, community socioeconomic status, employment in growth industries and deliberate collective action to promote growth. The results of the examination are presented in the form of correlation and path coefficients. The best predictor of population change is prior growth rates while proximity to other population centres is of little importance. Correlation coefficients indicate weak direct effects of size of place, entrepreneurship and socioeconomic status on population growth. The most significant finding is that the relationship between growth promotion and local population growth is negative. This does not indicate that growth promotion causes population decline but rather that growth promotion strategies are likely to be adopted by

those communities that are most prone to decline as a result of other conditions (e.g. economic and demographic).

Logan, John R. and H.L. Molotch. (1987). *Urban Fortunes*. University of California Press. Berkeley.

The main thrust of this book is to interpret growth politics in contemporary American cities by seeing the city as a growth machine. By the city as a growth machine they mean that the contemporary American city politics is largely dominated by local elites whose aim is to benefit from attracting growth. With rare exceptions, Logan and Molotch argue, one issue consistently generates consensus among local elite groups and separates them from people who use the city principally as a place to live and work: the issue of growth. For those elite groups the city is a growth machine, one that can increase aggregate rents and trap related wealth. This political culture underlies the potential success or failure in growth management programs that thousands of municipalities engaged in the last decade. An important chapter focuses on the city as a growth machine where the pursuit of profit results in cities being organized as enterprises devoted to the increase of land values through the intensification of land use. Although growth is often portrayed as beneficial to all residents of all places, the analysis looks to uncover the reality of unevenly distributed costs and benefits. Another chapter evaluates ways government at various levels has intervened in the distribution of use and exchange values and has routinely bolstered exchange gains for the powerful and rarely to enhance use values. Examples include zoning as a technical tool for development, growth control measures such as development limits or downzoning, and historic preservation. Logan and Molotch contend that the urban property market is not a free market but a "growth machine system" where cities are increasingly trapped into a cycle of growth attraction. But Logan and Molotch conclude that the cities must stop competing among themselves for capital and use their relatively high levels of legal autonomy to compete as a collective force against the growth machine system that has captured them all. Is this possible to do? It is often said that attracting capital is the only mechanism through which places can sustain themselves. If so, is change possible only through changes in national or state urban policies? These questions, Logan and Molotch conclude, will have to be answered in the 1990s.

McGeary, Michael G.H. and L.E. Lynn (eds.). (1988). *Urban Change and Poverty*. National Academy Press. National Research Council, Washington D.C.

Molotch, Harvey. (1976). 'The City as a Growth Machine'. *American Journal of Sociology*. 82(2):309-330.

Palm, Risa. (1981). *The Geography of American Cities*. Oxford University Press. New York.

Peiser, Richard B.. (1987). 'The Determinants of Nonresidential Urban Land Values'. *Journal of Urban Economics*. 22:340-360.

Protash, William and M. Baldassarre. (1983). 'Growth Policies and Community Status'. *Urban Affairs Quarterly*. 18(3):397-412.

The basic premise of Logan's model of local growth politics is that a status hierarchy exists among cities and that higher-status cities have the social and economic resources to enact growth controls. Also, particular community variables such as income and occupation are measures of potential anti-growth mobilization. While the authors do not disagree with this basic premise, they do feel that there has been no consistent demonstration of the empirical link between growth policies and community status. Their first purpose is to test the link between specific socioeconomic factors, community mobilization and growth controls. They hypothesize that cities with a higher proportion of homeowners and white-collar residents are in the best position to mobilize against growth. Protash and Baldassarre feel that Logan may also have excluded an important community variable from his model. Their second hypothesis is that past growth rates are associated with growth controls irrespective of a city's internal social conditions and level of local mobilization against growth. To test these hypotheses, a questionnaire survey was sent to 184 Californian planning agencies compiled from a 1978 listing and variables were constructed using the 97 questionnaires returned as well as the 1970 census data. The analysis consisted of correlation, regression and path coefficients. The results of the analysis indicate that municipal growth controls are affected by the locality's past growth rate and the extent of local mobilization against growth. Local mobilization, in turn, is associated with the percentage of white-collar residents and the percentage of owner-occupied dwellings in the community. The authors conclude the previous models (Molotch and Logan's) may have paid too much attention to the role of elites since they found the high income variable to be insignificant. An important finding is that growth per se cannot be ignored as a factor influencing growth controls which suggests that sufficient population pressure may result in local government policy changes in all types of communities regardless of socioeconomic status or mobilization.

South, Scott J. and D.L. Poston Jr.. (1982). 'The U.S. Metropolitan System: Regional Change, 1950-1970. *Urban Affairs Quarterly*. December: 187-.

Sternlieb, G. and J.W. Hughes. (1977). 'New Regional and Metropolitan Realities of America'. *Journal of the American Institute of Planners*. July:227-241.

Stone, Clarence N.. (1984). 'City Politics and Economic Development: Political Economy Perspectives'. *Journal of Politics*. 46(1):286-299.

In the past twenty years, political culture has yielded to political economy as the central concern in the study of city politics. Stone's article is a review of four books, representing a variety of approaches, which address different aspects of the politics of urban economic development. Foster and Berger's (*Public-Private Partnership in American Cities*, 1982) edited collection of case studies of eight cities views the partnership between business and public officials as in the interest of the community as a whole. Susan Fainstein's book (*Restructuring the City*, 1983) employs a class conflict perspective in its five case studies of American cities. In contrast, Bradbury, Downs and Small (*Urban Decline and the Future of American Cities*, 1982) use a quantitative analysis of 153 large American cities to

provide support for their policy prescriptive approach. The fourth book is Friedland's study (Power and Crisis in the City, 1983) which uses a quantitative approach to search for theoretically informed variables rather than simply policy correlates. Stone selects Paul Peterson's (1981) study *City Limits* as a common frame of reference for the review and arrives at two major conclusions. First, the four books more or less concur with Peterson's suggestion that local jurisdictions are in competition with one another and that this economic competition among urban governments is an inhibitor of redistributive policies. Second, in Stone's opinion, the review indicates that Peterson has failed to appreciate the competitive character of the relationship among races and classes within local jurisdictions.

Teaford, Jon C.. (1986). *The Twentieth Century American City: Problem, Promise, Reality*. Johns Hopkins University Press. Baltimore.

Waldrop, Judith. (1988). 'Population Growth in Nonmetropolitan America'. *American Demographics*. 10:18.

Research at Loyola University (Chicago, IL) reveals that nonmetropolitan growth trends in the 1980s closely parallel trends of the 1970s. Annual growth in nonmetropolitan counties was 40% higher in the first part of the 1980s than in any other decade from 1930 to 1970. The growth rate is still lower than the rate for metropolitan areas, but from a historical perspective, the gap is getting smaller.

Wheeler, James O.. (1988). 'The Corporate Role of Large Metropolitan Areas in the United States'. *Growth and Change*. 19(2):75-86.

When large corporations choose new headquarters the choice represents an economic advantage for the city by providing jobs and supporting business and services. This article reviews the role corporations play in large cities. There are three aims. First is to determine, for the thirty largest U.S. metropolitan areas in 1980, the relationship among population size, the number of corporations headquartered in these areas, and the number of subsidiaries located there. Second, the article sets forth a corporate classification of the thirty metropolitan areas and identifies common characteristics and locations among six categories of centres. Finally, using the six-fold classification of centres, metropolitan employment growth between 1980 and 1986 is analyzed. Wheeler says the six-fold classification proves useful in understanding employment growth in these centres during the 1980s.

HISTORY -- CANADA

Magnusson, Warren. (1983). 'Toronto'. *City Politics in Canada*. Toronto: University of Toronto Press.

Adams, Thomas. (1916). 'Housing Conditions in Canada'. *Conservation of Life*. 3(1):10-11.

'The Conservation of Life', a federal agency, was the first attempt in Canada towards national urban policy. Thomas Adams was prominent in the formation of this federal agency. Its journal with the same name often contained statements by its most prominent member. This article outlines how a national housing policy was conceptualized by Adams.

Adams, Thomas. (1916). 'The Beginnings of Town Planning in Canada'. *Proceedings of the Eighth National Conference of City Planning*. Cleveland, pp. 222-230.

Adams, Thomas and H.L. Seymour. (1924). 'Study in Problems of Urban Growth'. *Canadian Engineer*. 47(22):543-549.

Careless, J.M.S.. (1989). *Frontier and Metropolis: Regions, Cities, and Identities in Canada before 1914*. University of Toronto Press. Toronto.

McEvoy, J.M.. (1889). *The Ontario Township*. Toronto University Studies in Political Science, W.J. Ashley ed. Toronto: Warwick and Sons.

This classic work on the township as a unit of government by McEvoy traces the beginnings and development of township system of government, which was the building block of Canadian local government and planning. The current importance of this work derives from its emphasis on how institutional innovations and arrangements influence how decisions are made.

Spelt, J.. (1955). *The Urban Development in South-Central Ontario*. Assen. Netherlands.

Adams, Thomas. (1914). 'Town Planning in Canada and the United States'. *Town Planning Review*. 5(2):155-159.

ISSUES -- US

Frug, Gerald E.. (1987). 'Empowering Cities in a Federal System'. *Urban Lawyer*. 19(3):553-568.

According to Frug, by picturing the nation as having a central government and a series of independent states, American federalism focuses not on connections among the states but on the relationship between each state and the federal government. The requirements of federalism are met as long as each state has sufficient autonomy from federal control and the federal government is limited to actions necessary to furthering the national interest.

Frug argues that those who want to increase the power of cities in the American system of government should reject the traditional federal emphasis on the allocation of government power along vertical lines and should stress instead the need to strengthen interlocal relationships. For Frug, strong cities are essential for solving problems of urban growth and its management. To that end Frug aims to show how intergovernmental cooperation can increase the power of cities to manage their problems associated with growth.

The prevailing concept of federalism has not been very helpful to cities in their effort to protect themselves from the more traditional threat to their autonomy, state governments. Cities have sought to invoke principles of federalism to limit state control of their activities by drawing an analogy between the constitutional division of powers between the states and the federal government and the relationship between cities and states. He demonstrates from recent Supreme Court decisions how the concept of federalism has been invoked by both proponents and opponents of powerful cities. The problem with federalism, however, as the rallying cry of powerful cities has not just been that the same idea has historically been used to defend the opposite cause. The real problem, Frug argues, is that federalism may require the division of governmental power among different geographically defined levels of government, but nothing in this idea specifies how the decision is to be made. He says that federalism considers local power and central power as mutually exclusive if not as opposing forces. Frug concludes that the most effective way to strengthen the power of cities is for cities to engage in joint activity and to learn to deal with intercity conflict on their own. Frug believes that a federalism based on intercity cooperation is much more promising than a federalism that omits cities from the governmental system in a nation whose population is predominantly urban and whose cities continue to grow.

ISSUES -- CANADA, TORONTO

Friskien, Frances. (1983). 'Local Autonomy vs. Fair Share: Intergovernmental Housing Issues in the Toronto Region'. Unpublished ms. Urban Studies Program. York University.

Greenberg, Ken and R. Maguire. (1988). 'The Architecture of Emerging Public Spaces: Suburban Intensification in Toronto, Canada'. Unpublished ms. City of the 21st Century Conference, Phoenix, ARIZ.

ISSUES -- CANADA

Bird, R.M. and E. Slack. (1983). Urban Public Finance in Canada. Butterworths. Toronto.

Friskien, Francis and W. McEachern. (1989). 'Constraints on and Opportunities for the Development of Transit-Supportive Land Use'. Unpublished report. Urban Studies Program. York University.

Lightbody, James. (1986). 'Fiscal Authority and Urban Innovation in a Western Canadian City'. Research in Urban Policy. 2(a):181-196.

This article reviews how the City of Edmonton responded to fiscal restraints produced by the Oil Crisis and the 1982 recession. It documents how the city council adopted an experimental approach by terminating a system of administration that had existed in the city since its incorporation in 1904. The transformation from the traditional model of council-committee system to that of city manager system is described as an important

departure from traditional Canadian municipal experience where experiments are introduced by provincial authorities.

ISSUES -- CANADA AND US

Goldberg, M.A. and J. Mercer. (1980). 'Canadian and U.S. Cities: Differences, Explanations, and Policy'. *Papers of the Regional Science Association*. 45:159-183.

Mercer, John and M.A. Goldberg. (1984). 'The Fiscal Condition of American and Canadian Cities'. *Urban Studies*. 21:233-243.

ISSUES -- EUROPE

Cheshire, Paul C. and D.G. Hay. (1989). *Urban Problems in Europe: An Economic Analysis*. Unwin and Hyman. London.

ISSUES -- FRANCE, PARIS

Beaujeu-Garnier, J.. (1984). 'Urbanism and Large Cities: the Parisian Experience'. *Urban Geography*. 5(4):292-307.

ISSUES -- US, CA

Feinbaum, Robert. (1987). 'Climate Right for Creating New Cities'. *California Journal*. 18(10):497-499.

In California, a boom city incorporation is occurring. Communities incorporate for four main reasons: dissatisfaction with land use decisions made by the county, control over local money, an active local nucleus looking to enhance community identity, and as a defence manoeuvre. Incorporation also creates conflicts between new cities and counties over such things as the organization of government services, limited sources of revenue, regional planning efforts and land use authority. This article highlights the locus of incorporation activity in the state of California and discusses the pros and cons of incorporation.

ISSUES -- US, DC WASHINGTON

Knox, Paul. (1987). 'The Washington Metropolitan Area'. *Cities*. 4(4):290-298.

Washington, D.C. has become increasingly attractive as the setting for the offices and headquarters of corporations, national trade and professional associations and interest groups. It has become one of the most prosperous and, in many ways, urban of U.S.

metropolitan areas. Knox focuses on D.C.'s modern economy, changing ecology and some of the contemporary problems and policies that the area faces.

ISSUES -- US

Albrecht, D., G. Bultena and E.O. Holberg. (1989). 'Constituency of the Antigrowth Movement'. *Urban Affairs Quarterly*. TBL.

This article addresses what the authors feel has been the unanswered question concerning the influence of community context on the adoption of local growth controls. The prevailing theory views local elites as dominating municipal decision-making (Molotch) and higher status localities able to organize to maintain their favourable positions in the stratification of communities (Logan). The authors use survey data from Northern California city planning agencies and from community residents to examine a number of issues. The first is which social factors are significant in explaining growth policies and growth rates while the second issue is the link between local mobilization and local growth controls. They also wish to determine if growth controls have any effect on growth rates and if residents in localities with growth controls have a greater level of community satisfaction than their counterparts in localities without growth controls. In the case of Northern California communities, variables representing social homogeneity and income status are not nearly as significant as the percentage employed in white-collar occupations in predicting growth control adoption by local planning agencies. Logan's belief that local activism results in growth controls is confirmed while the evidence indicates that social mobilization and formal growth controls have had little impact on local growth rates. The authors also find that residents in areas with growth controls do not have any higher level of community satisfaction than do residents in areas with similar growth rates but with no growth controls.

Edwards, Patricia K. (1989). 'Taking Stock of Urban Issues for the Nineties'. *Nation's Cities Weekly*. 12:5-6.

Griffith, Janice C.. (1987). 'The Federal Guarantee of Municipal Debt: Will Federalism Survive?'. *Urban Lawyer*. 19(3):583-601.

Griffith says that the financial collapse of New York, NY, should have triggered an examination, national in scope, of the illnesses that continue today to afflict American metropolitan areas. Instead, the fiscal crisis experienced by New York was initially both underestimated and ignored by the federal government. Essentially, the federal government only became involved when it was believed that a city default on its obligations would disrupt international money markets and the nation's municipal bond markets. The cooperative efforts of New York City, New York State and Washington, D.C. to place New York City on a sound financial footing with positive direction was an example of working federalism. The federal guarantee of city bonds, while imposing federal regulation over certain state and local activities, did not result in the federal takeover of city powers or functions. Griffith discusses the reasons for the plight of American cities in 1987, the benefits of a three-tiered form of federalism, the causes of New York City's fiscal crisis

and the first recovery attempt, the impact upon federalism when the federal government becomes a creditor of a municipality or the guarantor of its debt, the New York City Loan Guarantee Act of 1978, and the reasons for placing the onus upon the city to achieve fiscal responsibility.

Howard, A.E.. (1987). 'Federalism: the Linchpin of Liberty'. *State Legislatures*. 13(5):22-25.

This article discusses the relations between the concepts of federalism and liberty. It argues that the American federalism cannot be defended without also defending liberty of cities and associations.

Kincaid, John. (1987). 'The Changing Face of Federalism'. *State Legislatures*. 13(4):16-20.

With a changing economy characterized by a rapidly growing national deficit and record trade deficits, the federal government and the states are changing roles. This trend along with tax reform and cuts in federal aid to state local governments have created what the author calls 'competitive federalism' where intergovernmental relations are based on conflict and competition rather than cooperation. This article discusses how constitutional issues, fiscal pressures and changes in spending on social programs have altered the division of responsibilities among the three levels of government. The author clarifies a number of issues by discussing this debate over competition in the federal system in terms of equity versus efficiency goals.

Macdonald, Michael C.D.. (1984). *America's Cities: A Report on the Myth of Urban Renaissance*. Simon and Shuster. New York.

As its subtitle suggests this book aims to reveal a darker side of the state of American cities in the early 1980s. It is based on case studies of both the sunbelt and the snowbelt cities and addresses issues such as fiscal stresses, environmental problems, housing shortage, decline, crime and displacement.

Ross, Douglas. (1985). 'Safeguarding Our Federalism: Lessons for the States from the Supreme Court'. *Public Administration Review*. 45:723-732.

Decisions of the Supreme Court constantly reshape the contours of federalism and affect the powers and responsibilities of the states. This article examines selected Supreme Court decisions in four areas in which considerations of federalism may arise: imposing national standards, reviewing state criminal decisions, reconciling state and federal laws, and limiting national power. Then it describes the development in the last three years of an effort by state attorneys general to enhance the quality of Supreme Court advocacy by state governments. The article suggests some lessons the states can learn from the Supreme Court decisions and steps they can take to improve the effective representation of their interests in the federalist system.

Saffdie, Moshe. (1988). 'Urban Development ~ A Tug of War: Private versus Public Interests'. *Business Quarterly*. 53:69-73.

This article argues that there are dangers to a society which permits governments or land developers to have their way with insufficient involvement of the community in the decisions. It claims that there is a raging battle over the image and quality of life in the city, a battle rooted in deep discontent about the condition of the city.

Thomas, Robert D.. (1986). 'Cities as Partners in the Federal System'. *Political Science Quarterly*. 101(1):49-64.

Thomas says that the national urban policy is characterized by a knowledge that something must be done about city problems, but a lack of agreement or direction about what that something should be. In addition, there exists a growing consensus that city problems, now so complex and intervoven into the national fabric, cannot be solved locally. As social, economic and political conditions shape the core issues confronting the big cities today, the policies and programs designed to deal with them are structured by conflicting ends to which American federalism is directed: to mitigate the excesses of individualism through local self-government, on the one hand, but still provide for individual rights and freedoms through the larger republic on the other hand. This article concentrates on how that balance is or is not attained in cities to provide both a theoretical justification for studying cities and a benchmark for rethinking and evaluating current notions about American federalism.

MANAGEMENT -- AMSTERDAM, BOSTON, TORONTO

Hartman, Wim and C. Terwindt eds. (1989). *Final Report on the Symposium 3 Cities, 3 Developments*. City of Amsterdam. Amsterdam, The Netherlands.

The Symposium was proposed by the Physical Planning Department of Amsterdam to look at new approaches for both its social and economic development in light of European integration in 1992. Four workshops were organized around the following themes: airport developments, producer services activities, cultural and waterfront developments. In each of the workshops, discussion of the Amsterdam situation is provided; representatives from Toronto and Boston then presented ideas as to how their experiences may provide insights for planning and development in Amsterdam.

First, two papers summarize planning developments in Amsterdam and the significance of 1992 European integration. Following this, the report summarizes the papers presented and discussions held within each of the four workshops. The airport developments workshop focused on the impacts of deregulation in the EC after 1992 based on the United States experience. Particularly discussions looked at regional planning with regards to airports; the airline industry and its likely developments in the next decade; and, the airport related activities which directly concern the planning of the airport site and the cities' strategies for exploiting these new economic activities.

The producer services workshop focused on three themes: the economic, locational and policy aspects related to producer services. Producer services were defined as

consisting of two sectors: goods handling, transport and wholesale activities; and business, professional and financial services. The discussions emphasized the economic significance of these producer services, their relation to manufacturing industries, their locational aspects, and local and national policies which can support and attract producer services.

The culture workshop focused on the structure and financing of culture and the significance of audio-visual media in city areas. The waterfront workshop was centred on the waterfront projects of the three cities with the aim to confront the ideas about the development of the waterfront of Amsterdam. Three main themes were addressed: general strategies for waterfronts and the relationship to urban development; the qualitative growth of waterfront areas; and the management of the waterfront development process.

MANAGEMENT -- AUSTRALIA, MELBOURNE

Neilson Associates Pty Ltd.. (1987). 'Net Community Benefits of Urban Consolidation'. Unpublished report, City of Melbourne. Melbourne.

The study was commissioned by the Melbourne City Council to examine the costs and benefits -- to Council, State agencies and other providers of urban infrastructure, and to the community as a whole -- of increasing residential intensification in the City of Melbourne in particular, and in the inner ring of suburbs generally. The authors estimated an average economic and financial benefit to the community of \$41,640 per household for an inner versus fringe residential location. These benefits were estimated to derive from: reductions in both capital and recurring costs for water, sewerage, roads, electricity, education and community services; benefits from reduced travel to work and increased accessibility to urban services; lower tax burdens on residents for services; and, access to more diverse commercial facilities by a larger population. The largest capital cost savings were identified in the fuller use of existing educational infrastructure but dependent upon attracting a higher level of family households.

In addition, the study provided a comparison of the costs and benefits of meeting 'Strategy Plan 2001' targets for new household production under different growth scenarios of 2000, 4000 and 8000 units. The report recommended the 4000 unit target based on potential disadvantages of the higher growth target of 8000 such as social disruption; loss of amenities; increased traffic; potential for increased infrastructure upgrading and replacement costs; and doubts about land availability, demand, and building industry capacity. The lower level target was believed to be desirable but perhaps not maximizing for the existing service infrastructure and economies of scale. Forms of residential intensification were prioritized as: consisting of new construction on new land using techniques of encouraging developers to build housing; conversion of 'shoptops', vacant warehouses and upper levels of older commercial buildings; and dual occupancy of large family homes or lots.

MANAGEMENT -- CANADA, ONTARIO

Ruff, Allan R.. (1988). 'Managing Ontario's Urban Landscape'. Planning Outlook. 31(1): 53-60.

In Canada, increasing costs of maintenance, a shifting perception of what makes a city beautiful, a recognition of the needs and the importance of urban wildlife, and changing recreational demands are all contributing to a pressure for change in current practice. This study examines the extent to which the ecological approach has influenced the design and management of urban green space in Canada, focusing on the city of Toronto and its surrounding region as an example.

MANAGEMENT -- CANADA

Richmond, Dale E. (1985). 'The Management of Metropolitan Areas: Some International and Canadian Perspective'. OECD Seminar on Management of Metropolitan Area. Rome.

MANAGEMENT -- EUROPE

Ogden, William. (1981). 'Managing the Metropolis: Studies of Urban Regions in North West Europe'. *Town Planning Review*. 52(2): 167-183.

This paper provides a background to four European conferences on Managing the Metropolis. These conferences were held in 1973, 1976, 1977 and 1980. Ogden outlines the economic and political events against which managing the metropolis became a concern in Europe: profound changes in the industrial economy, resultant changes in the world-economy and the role of cities within these changes.

The seminars held in 1973, 1976 and 1977 were about selected aspects of the changing political geography of Europe. Ogden says that the international conference on Cities and City Regions in 1973 was held because a small group of academics in Midland universities in England, with the support of a few prominent officials in local government, and the City Council of Coventry, thought that planning in the West Midlands was too important to be seen only in conventional British terms. The United Kingdom was just joining the European Economic Community; and in 1974 a completely new system of regional and local government would be set up in England. Was it not possible that much could be learned, of value to the West Midlands, from discussions with local government officials and academics from the Continent?

The first conference laid the foundations for three more: in 1976 in Rotterdam, in 1977 in Lille and in Coventry in 1980. Ogden says that as a result of these conferences there is now an international network of people concerned with urban growth management in the European Community, many of whom know one another well, speak a common language, and who have a deepening understanding of political, economic and social change in this part of the western world. They live and work mainly in West Germany, the Netherlands, Belgium, northern France, northern Italy and Great Britain. They are now discussing future programmes of joint work.

Ogden states that the network which has been established through the seminars on Managing the Metropolis differs from the most of the existing international associations of local authorities in that it includes members of universities, research institutions and

management consultants. Within government it is mainly at provincial, regional or metropolitan county level depending on the particular system in each country. It has links with national governments, the European Parliament and the Commission of the European Communities. Ogden believes that the seminars on Managing the Metropolis helped their members increase their insights into systems of metropolitan government and the need to learn how to deal with complexity. This article is a good background to understand how the groundwork was laid for the numerous conferences on managing metropolises in the 1980s and with respect to 1992 European Community.

MANAGEMENT -- EUROPE AND NORTH AMERICA

Pollard, S.. (1965). *The Genesis of Modern Management*. Methuen. London.

This book is one of the rare works that trace the evolution of modern management techniques and procedures. It is useful as a background to any debate that focuses on management.

MANAGEMENT -- UK

Healey, Patry. (1988). 'The British Planning System and Managing the Urban Environment'. *Town Planning Review*. 59(4): 397-417.

The author summarizes the British approach to managing the urban environment, and specifically, of the British 'planning system', as a basis for evaluating its present strengths and weaknesses. The author emphasizes the importance of understanding the socio-historical specificity of the ideas and practices used in Britain in order to gauge their applicability to other places. Therefore, she devotes a large part of the article to a lengthy discussion of the British planning system.

Three particular characteristics of the British 'town and country planning' system as a policy field are described: (1) its ambitious policy programs which have attempted to respond to the natural, economic, social and political peculiarities of different times and places; (2) its approach to the localized heterogeneity in objectives and priorities has been to provide enabling legislation with a few overriding rules within which local administrations develop their own approaches. In regard to this balance of central-local control, she notes that the current system is in a state of confusion; and, (3) its presentation of policy programs representing one binding ideology with no conflict mediation system in place to address the diversity of local interests and values.

Five historical influences on the context for town and country planning in Britain are described: (1) industrialization in Britain was not followed by any major political upheaval and therefore new economic development remained largely in the hands of a landed class; (2) arising from (1), private ownership of land and the role of land and property as a financial asset remain strongly embedded; (3) the imagery of country life and landscape associated with the lifestyle of the landed class of the nineteenth century continues to have a strong hold on British values; (4) despite its early experience of industrialization Britain has not enthusiastically embraced industrial production

represented in a tendency towards economic concentration and political centralization away from local control by industrial capital and workers; and, (5) political centralism has been fostered by the expansion of well-organized, respected, specialized professionals and administrators who have developed a tradition of incorrupt and effective administration.

Healey then turns to a description of the institutional aspects of the British planning system. Its instruments have included a mixture of regulatory, development, financial and informational tools. The post-war period was characterized by development tools where the public sector initiatives such as new towns and town centre redevelopments dominated. In recent years, the private sector has taken the development lead and therefore the public sector has focused on regulatory tools such as development control and structure plans (like Ontario's official plans). The structure plans are described as being informational in that they have more an advisory than legal role. Financial tools have also been more prominent recently as the public sector has turned to promotional roles through direct financial contributions to development or favourable tax treatments. Two general points are made about these instruments: one is that this description applies to the whole country reflecting the universalism of the approach; and second, the system is based on the substantial exercise of administrative discretion where professionals are answerable to local politicians and carefully monitored by the central administrators.

The institutional arrangements reveal little coordination between planning policies and economic and social policies leaving local authorities responsible for relating diverse central programs. Secondly, local authorities are limited in their abilities by the central government which has powers to approve development plans; to refer objections to some form of inquiry procedure; and to issue policy statements which have standing as considerations in these inquiries. These institutional arrangements have seen increasing centralist control with more limited scope for local planning authorities.

The ideas informing the British planning system are described as consisting of the enduring principles of managed environments, conservation of the landscape and environment, the containment of settlement growth, etc. However, many of these principles are currently under challenge.

The weaknesses of the British planning system are described as arising mainly from the institutional arrangements of the planning system. These weaknesses are currently the source of the disarray and uncertainty in the system and are resulting in calls for change. The strengths are related to the capability of the system to address the heterogeneity of land and environmental management problems and their variations in time and place.

Lawless, Paul. (1988). 'Urban Development Corporations and their Alternatives'. *Cities*. 5(3):277-289.

In the United Kingdom, problems associated with older urban cores have caused central governments to initiate a series of inner city policies. Between 1981 and 1987, ten Urban Development Corporations (UDC) were created in the UK and given wide development powers. The two declared in 1981, and especially the London Docklands Development Corporations, have presided over substantial redevelopment programs. However, says Lawless, UDCs raise a number of debataess in relation to local democracy, the effectiveness of Development Corporation policies and equity considerations. Alternative approaches to urban redevelopment have been instituted elsewhere, notably by the Scottish Development Agency, premised on greater cooperation between central and local governments.

MANAGEMENT -- US, AZ PHOENIX

Hepner, George F.. (1983). 'An Analysis of Residential Developer Location Factors in a Fast Growth Urban Region'. *Urban Geography*. 4(4):355-363.

This article examines factors affecting the locational decisions of developers regarding residential development in the urban fringe of Phoenix, Arizona. It concludes that the primary factors being considered by developers in the location of fringe residential development are appropriate zoning, the attractiveness and prestige of the area and availability of services. It suggests that local growth management controls should utilize and modify factors affecting locational decisions to direct development toward publicly acceptable locations. The policy debate regarding urban fringe land conversion requires an understanding of the role of the private developer. The developer's considerations in the siting of new developments have received less attention than deserved since the developer is not a passive agent of either consumer preference or local government controls. In addition, Hepner feels that the developer has a much greater influence on location in a fast growing urban region as opposed to a softer residential market. To investigate these assertions, Hepner uses a questionnaire mailing to residential home builders and developers in Phoenix, Arizona which contains a large number of questions concerning development location factors.

A hierarchy of factors are created from the questionnaire responses. The primary factors are appropriate zoning, availability of services and the attractiveness and prestige of the area. Physical site characteristics and land costs are relegated to secondary factors. Although the degree of difference between primary and secondary factors is not known since they are based on categorical rankings, Hepner identifies the important policy implication of these findings. If zoning and availability of services are in fact the most important locational considerations for developers, than public control of these two key factors should allow local government to direct development, if desired, to particular geographical areas.

MANAGEMENT -- US, CA SAN DIEGO

Witt, John W. and J. Sammartino-Gardner. (1988). 'Growth Management versus Vested Rights'. *Urban Lawyer*. 20(3):647-674.

Witt and Sammartino-Gardner argue that the clash between developers demanding certainty in the development process and a city council responding to its citizens' perception of the city's dynamically changing physical and environmental needs has become the leading contemporary issue in San Diego politics. Here community groups, environmentalists, political leaders and private citizens continue to raise issues about the effects of development on the quality of life in the city. This article reviews growth management history in San Diego, including applications of the Interim Development Control Ordinance (IDO), by the San Diego City Council. Also examined is the vested rights rule in California and the new statutory vesting mechanisms utilized in San Diego.

The authors note that the most important dissatisfaction with rapid growth in the city was about the growing traffic congestion. The prevailing sentiment in the city is that growth was allowed to happen without considering the capacity of the city infrastructure to absorb growth without disturbing the quality of life of the city. As a result a 1987 survey showed that 81 percent of the population in the San Diego region believes that government must reevaluate its method of responding to growth. The city government recently took an important interim step to moderate the rate of growth in San Diego pending General Plan Review (IDO). The developers, however, argued that they had vested rights to develop land that were conferred before IDO. This resulted in an intense tension between the city and the developers culminating in a court case where developers won a vested rights rule.

The authors argue that the tension between the city and the developers is not likely to end in the near future as San Diego faces rapid growth and decreasing financial sources to provide infrastructure and services which its citizens demand.

MANAGEMENT -- US, WA SEATTLE

Guest, Avery M. and R.S. Oropesa. (1984). 'Problem-Solving Strategies of Local Areas in the Metropolis'. *American Sociological Review*. 49:828-840.

This article examines the importance of the sub-community (i.e. no legally defined status) within the metropolitan area as an organized socio-political unit designed to protect or enhance its residential character. The authors are concerned with the social conditions of these areas in terms of two analytically distinct aspects of problem solving. The first is the means of representation used by local areas while the second is the effectiveness of these various means or the degree of local area success. The analysis is based on interviews during 1978/79 with 80 residents in each of 20 "local areas" in the Seattle metropolitan area (King County). It should be noted that local elections in King County are not generally organized around well established wards.

Survey results indicate that the form of representation is a consequence of the degree to which a community is clearly defined as a single entity, either in the minds of the residents or the homogeneity of its residential character. More homogeneous local areas are more likely to form bureaucratic community associations whereas more internally diverse local areas tend to rely on neighbours and larger and more distant governments. The general effectiveness of local areas in dealing with problems depends more on the social status of residents and the issues of contention rather than on the particular means of representation. Thus, more affluent local areas appear to be more effective in solving community problems. The extent to which these findings can be generalized to other metropolitan areas is uncertain. But the authors believe that, at least in Seattle, most residents believe themselves to be represented despite the complexity of the metropolitan area and its political structure. The authors contrast this finding with sentiments of increasing alienation in complex metropolises in North America and Western Europe.

MANAGEMENT -- US

Chinitz, Benjamin. (1990). 'Growth Management: Good for the Town, Bad for the Nation?'. *Journal of the American Planning Association*. 56(1):3-8.

Chinitz defines growth as the expansion of developed space and sees the issue facing American municipalities as whether individual communities, as they implement land use regulations to protect the quality of their own environments in the face of growth, exacerbate or ameliorate the contemporary environmental concerns of the nation, or for that matter, the world as a whole. He argues that local growth management programs are a mixed blessing. In some ways they assist in achieving national and environmental goals and in other ways they detract from that mission.

Chinitz refers to a recent report, *The Crucial Decade: the 1990s and the Global Environmental Challenge* (1989) by the World Resources Institute, which enumerated several growth related problems: global warming, acid rain, deforestation, and the reduction of biodiversity. The institute viewed these as having worldwide dimensions. On a national scale among the issues of concern Chinitz considers reduced air quality for a large fraction of urban population, loss of valuable wetlands, poor water quality, the pollution of lakes and oceans, and the inadequate disposal of all kinds of hazardous wastes, including nuclear wastes. He argues that unmanaged growth contributes to both global and national environmental losses by using the wrong land and using land the wrong way. An example of the former is appropriating wetlands for development and of the latter is urban sprawl that encourages automobile use and results in an inappropriate pattern of development.

Chinitz notes that although there are some federal growth regulations and that state governments have been increasingly engaged in growth management legislation, the majority of growth management has occurred in hundreds, or possibly thousands, of communities across the nation. After reviewing some recent research on the question he argues that although these growth management programs have been useful, the lack of coordination and cooperation among these efforts simply shifts the focus of unmanaged growth and its effects from one area to another. For example, it is now known that growth management programs increase land and housing prices and this has adverse affects on other communities.

Chinitz concludes that on the whole, growth management policies merit continued development, monitoring, and evaluation to further refine their beneficial qualities but at the same time some means for coordination must be found.

Curtin, Daniel J. and M.T. Jacobson. (1989). 'Growth Management by the Initiative in California: Legal and Practical Issues'. *Urban Lawyer*. 21(3):491-510.

Curtin and Jacobson note that for the past two decades, many Californians have expressed concern, sometimes more aptly described as outrage, at the ill effects of unbridled urban and real estate development. As a response to that concern, since 1971 at least sixty-six local growth management measures have been adopted by popular vote through the initiative process in California cities and counties.

This article begins by briefly describing the California experience in growth management. It then examines the legal basis of growth management measures in general. The article then considers statutory mechanisms for the enactment of growth management legislation by the voters. The authors note that the reasons behind growth management fall into two groups. One is a concern that increased development will overburden existing infrastructure of the city and its ability to provide public services. A second, although not completely distinct from the first, is a concern with the quality of life in the city. The types of

growth management measures introduced in California cities since 1971 varies from limitations on residential development to establishing general moratoria on office and residential growth. In general, the measures introduced on commercial, industrial and residential growth take the form of limits on building height and bulk, annual caps on amounts of office space growth, and moratoria on developments above a given size until specified public service requirements are met or traffic is reduced to specified levels. The authors conclude by noting that despite enormous popularity of growth management initiatives among citizens, the November 1988 election results found less than half of the growth management initiatives successful. One reason for this is noted as growing organized opposition by developers which control the media and campaign resources. Yet it is still early to argue that growth management initiatives are fading in California because "at the root of this movement are strong feelings held by large numbers of the state's voters that problems associated with growth are not being adequately addressed by state and local legislators."

Dowall, D.E.. (1980). 'An Examination of Population Growth-Managing Communities'. *Policy Studies Journal*. 9:414-426.

Many American communities have implemented growth controls to restrict the number of additional residents and the resulting congestion and demands for housing and services. Growth management has been justified as a response to adverse fiscal, environmental and socio-economic impacts of rapid growth. Dowall suggests that there is little research that has attempted to identify the underlying pressures that lead communities to adopt growth control strategies. Using a sample of 248 communities attempting to control growth, the author relies on U.S. census data to augment the two-part analysis.

In the first part, 8 unique dimensions are extracted from the original list of approximately 50 variables. A grouping procedure is then employed to identify 11 unique community types. Dowall concludes by suggesting that the results appear to support the proposition that communities tend to control growth to avoid adverse fiscal and environmental impacts and to maintain the socioeconomic character of the community. One implication for reforming land use controls is that the concern over inflationary effects of local growth control management may be addressed by reviewing the system of local government finance.

Downs, Anthony. (1988). 'The Real Problem with Suburban Anti-Growth Policies'. *Brookings Review*. 6(2):23-29.

Downs says that most of the recent controversy about development in many fast-growing cities is centred around rising traffic congestion, especially in the suburban communities. He says that antigrowth sentiments are also influencing attitudes toward downtown office development in many big cities. However, they have already become the single most powerful force affecting suburban politics in most major metropolitan areas, so they are likely to shape suburban policies for some time to come. He says that the missing element in this controversy is mostly between two relatively well-off groups: current suburban residents and real estate developers along with potential entrants to suburbia. Both of these groups tend to ignore a much deeper issue connected with metropolitan growth: continued exclusion of the poor from the suburbs and thus from nearly all the benefits of suburban

growth. Downs contends that one of the most important aspects of existing policies concerning metropolitan growth – the continued exclusion of the poor from sharing in the fruits of suburban economic prosperity, and from contributing to those fruits – is not even a significant part of the current debate about growth in most metropolitan areas in the United States. According to Downs, at present, the debate concerns which part of the relatively affluent suburban population should capture the benefits of suburban living: those already living there, or developers plus those who want to get in on the act and can afford to do so without direct subsidies (though they are aided by the sizable tax benefits of homeownership). Downs believes that current exclusion of the poor and even most moderate-income households from much of suburban life should at least be partially ameliorated. This goal, however, Downs says, cannot be achieved until a second is achieved. That goal is to change the views of federal government on housing subsidies, however long it takes. Until federal subsidies for low-income housing are again expanded to a more reasonable scale not much progress can be made toward opening suburban economic and other opportunities to low income households.

Logan, J. R. and Min Zhon. (1989). Do Suburban Growth Controls Control Growth?. *American Sociological Review*. 54:461-471.

Since environmentalism emerged as a formidable political movement in the early 1970s, it has become commonplace to hear of municipalities that exercise their powers to preserve open space and historic sites, that impose restraints or even moratoria on new development, or that require formal evaluation of the environmental impacts of growth projects. It is no longer taken for granted that growth is desirable. As early as 1975 growth controls of various sorts were in effect in 300 jurisdictions. The question Logan and Zhou ask is do growth controls control growth? Logan and Zhou examine the impacts of suburban growth controls on subsequent changes in local population median family income, median rent and percentage of black population. It combines data for 1970 and 1980 from U.S. census materials with a 1973 questionnaire survey of city planning officials in suburban municipalities concerning local growth-control policies. The survey revealed that there were seven major growth controls used by 416 suburban municipalities: public facilities requirement was the most popular growth control measure that was used comprising 79.8% of suburban municipalities surveyed. Other growth controls and their popularity were moratoria (19.5%), growth limitations (26.9%), environmental impact statements (33.2%), open space zoning (51.9%), zoning to protect environment (37.3%), and public land dedication (49.0%).

Their analysis is a series of multiple regression models estimating change in population size, median income, median rent, and black population. From these analyses Logan and Zhou infer that among those controls only environmental impact statements and zoning to protect environment have visible effects, which increase land values and housing costs. Thus low income black families have less chance for being located in municipalities which exercise these controls. As to the other growth controls Logan and Zhou do not find significant effects. Logan and Zhou conclude that local growth controls such as moratoria, growth limits, environmental regulations and public facility requirements have only modest effects on rent levels and racial composition. It further suggests that the formal ability of local governments to adopt growth controls and environmental limitations does not guarantee the realization of their objectives or their implementation. The authors argue

conclude that formal policy tools or legislation cannot be accepted as indicating that their stated objectives will be realized.

Schneider, Mark and J.R. Logan. (1981). 'The Effects of Local Government Finances on Community Growth Rates'. *Urban Affairs Quarterly*. 18(1):91-105.

The authors analyzed suburban community growth rates using the Tiebout model of residential choice (1956) which theoretically links locational decisions and residential patterns to intergovernmental variations in service levels and tax rates. The model suggests that multiple local governments create conditions approximating a market place in which the migration decisions of residents represent preferences for a particular bundle of public services and tax rates.

Schneider and Logan's study investigates differences in community growth rates using a national sample of suburbs for the purpose of providing some empirical support for the Tiebout model. These include the importance of tax base versus tax rate, the different types and levels of expenditures and revenues, and whether or not different income groups respond differently to expenditure levels or tax rates. Data on expenditures and taxes during the period 1960-62 from a sample of 288 large American suburbs are used in a multiple regression. In order to assess the independent effects of local government fiscal conditions and service packages on class migration patterns, the analysis separated out the impacts of expenditures and taxes from other ecological variables (non-governmental variables such as density, home value, rent, distance from the central area, etc.) likely to affect community attractiveness.

The authors use this analysis to evaluate two lines of investigation that have emerged from the Tiebout model: one argues that the fragmentation of local government increases the range of choices for residents who can select tax/service "bundles" consistent with their own personal preferences; a second focuses on the practices of "exclusionary zoning" and "strategic fiscal behaviour" where the rich exclude the poor from the local property tax base and services of wealthy communities. The latter approach focuses on class inequalities in the ability to purchase bundles of public goods in the "quasi-market" place created by a fragmented local government system and the extent that the rich can gain access to a strong tax base. This can lead to a system of cumulative inequality where the structure of local government can reinforce the income advantages of higher income families.

In general, the results of the analysis indicate that differential service levels among communities have no relationship to income specific growth rates. The results indicate that the ecological variables are in fact the most significant in predicting community growth rates while weaker relationships are found in differences in local community tax rates and the rate of class specific migration patterns. The only significant finding is that affluent families tend to concentrate in communities with stronger local property tax bases, while the income disadvantaged tend to be excluded from such communities. The implication of this finding is that a strong tax base is a positive externality for all members of a local community since there is the option of choosing higher or lower service levels or even lower taxes. This implies that policy options are unequally distributed in favour of higher income families who have greater policy options in selecting service levels and taxation rates.

PLANNING -- AUSTRALIA, VICTORIA

Spencer, R.D.. (1985). 'The Development of Strategic Policy Planning in Victoria, Australia: A Review'. *Town Planning Review*. 56(1): 42-69.

Statutory powers for urban and regional planning in Australia reside primarily with the states. The author focuses on Victoria, the smallest but second most populous mainland state, in order to trace the development of strategic planning policy in Australia. A case study of the state's capital, the Melbourne metropolitan area, illustrates the difficulty of achieving locally-accepted detailed plans in line with the states adopted metropolitan growth strategy. The failure of this approach has led to the development of a strategic policy which establishes a more general and broad framework for local planning actions.

The growth strategies and actions first adopted by municipalities in the early 1950s were ineffective in controlling urban growth and lacked adequate mechanisms for directing and managing this growth. Therefore, in 1949, the state appointed the Melbourne and Metropolitan Board of Works (MMBW) which consisted of one elected councillor from each of the member municipalities to address the issues of urban growth and to develop a planning scheme for the entire metropolitan area. The metropolitan plan produced by the MMBW was described as a "cautions trend plan" which by the mid 1960s had not achieved its original objectives of managing growth. This resulted in the state intervening and adopting an institutional arrangement where the central government would establish an explicit strategic policy which provided a framework within which state agencies and local authorities could implement matters of detail. This essentially reversed the previous approach where local authorities generated "planning schemes" to be submitted to the state government for approval.

The state set out to determine the "most desirable pattern for metropolitan growth". After many studies the state proposed a growth strategy consisting of growth corridors with metro towns; these were to be based on transport routes separated by open space "wedges". The metropolitan areas were then to define the details of this overall strategy. Based on this policy, the Melbourne plan was put forward in 1971 and received extensive public criticism which focused on the failure to address issues of land speculation and population decline in inner areas, and the absence of attempts to limit growth. The plan was reformulated by the local authorities to emphasize that not all land within growth corridors and not all corridors were to be available for development. In 1975, the state government subsequently endorsed a metropolitan growth strategy which selectively assigned growth to preferred development areas within the overall growth corridors scheme. However, several departures from this scheme (some initiated by the state!) led to the abandonment of the proposal. Subsequently, the state revised its thinking on metropolitan growth and incorporated this into a "Metropolitan Strategy which advocates incremental growth encompassing centralization, dispersal and suburbanization". Spencer notes that this strategy encompasses emerging strategic planning concepts in Victoria focused mainly on the provision of a strategic framework within which short-term decisions can be made, one which provides direction to planning while acknowledging uncertainty and the need for flexibility.

PLANNING -- AUSTRALIA

Collie, Michael and S. Hamnett. (1988). 'Planning Australia'. *The Planner*. December: 15.

This edition of the Planner contains a number of articles that have been chosen in order to provide an introduction to the types of issues with which Australian planners are currently concerned. They encompass metropolitan planning, the planning of Canberra, urban design, and planning for the 'outback.'

The first article by Peter Self charts the resurgence of metropolitan planning in Australia and reviews the metropolitan strategies that appeared in late 1987 or early 1988 for Melbourne, Adelaide, Perth and Sydney. Self argues that one reason for the resurgence of metropolitan planning in Australia is the concern of state governments over the steady decline in population in the central cities and now in middle ring suburbs of metropolitan areas which, fuelled by reductions in household size as well as immigration, has spread rapidly at the periphery. Self also notes that metropolitan planning has been increasingly undertaken by state government authorities replacing older local or metropolitan authorities. State metropolitan planning authorities are generally modest and flexible, less reliant upon public works and more dependent on co-operation with the private sector. As to the specific metropolitan growth strategies, all four metropolitan areas (Melbourne, Sydney, Adelaide and Perth) propound similar goal of contained growth. The Sydney strategy stresses that a policy of containment has two prongs: to intensify existing urban areas and to increase densities in new release areas. The Melbourne strategy aims to stabilize the overall population within the three inner rings of the city and concentrate new growth along three major corridors separated by greenbelts. The earlier experiments with detached satellite towns will not be repeated. Adelaide espouses containment more specifically than Melbourne and more vigorously than Sydney. Adelaide central city will be intensified. The Perth strategy is to concentrate new growth along south and north corridors and intensify the central city. The article by Malcolm Latham on Canberra appears at a particularly significant time, in the wake of the recent abolition of the National Capital Development Commission (described by Self as 'perhaps the most powerful and effective professional planning agency in the modern world'), which had been responsible for the planning of the nation's capital since 1958. The article by Downton and Hamnett describes the current flush of enthusiasm for urban design in Australia and welcomes this while, at the same time, expressing some concerns about the rather cosmetic and nostalgic quality of the first set of design guidelines to have appeared in the city of Adelaide. Finally, John Lea provides a succinct overview of issues in the extensive rural and 'outback' areas of Australia, which covers population changes, trends in production, and their significance for nonmetropolitan communities. Lea also considers new employment strategies and the steadily growing demands of Aboriginal people for 'land rights.'

PLANNING -- CANADA, TORONTO

Friskén, Frances. (1989). 'Planning and Servicing the Greater Toronto Area'.

Unpublished ms. Urban Studies Program. York University.

Friskén develops two major arguments about the way the provincial government is exercising its responsibility for managing the development of the Toronto metropolis. One, the powers the provincial government has maintained have given it great potential to influence the way the Toronto area develops. Two, in spite of this context of provincial power, local governments have been very influential in shaping Toronto area development in the past and will likely continue to do so in the future. Friskén develops these arguments by examining the thirty year experience of the provincial government's involvement in

institutionalizing regional planning and how this experience reveals that local planning initiatives can be just as constraining on provincial actions as provincial regulations can be on local self-determination. The term Greater Toronto Area (GTA) is used to designate the extent of the Toronto metropolis used by most data collection and policy-making activities, that is, the five region definition which includes Metro Toronto, Durham, York, Peel and Halton.

An extensive description of the governmental system follows. The provincial government's involvement is described as a limited commitment to regional planning; against its extensive capacity and potential to vigorously manage the GTA, it has emphasized the "coordination" of local government plans and the promotion of an areawide "strategy" as opposed to the shaping and implementation of a regional "plan". Frisken elaborates on the Toronto-Centred Region proposal (TCR; adopted in 1971) as an example of this limited commitment where the provincial government failed to adhere to its own policy. One reason for this was its reluctance to follow a course of action which conflicted with private sector interests and the municipal and provincial government agencies. This failure is represented in the current pattern of development in the GTA today which is based on the plans of area municipalities in the 1960s and not on the patterns outlined in the TCR concept. She concludes that municipal planning has had greater success than provincial planning in predicting how the GTA would develop and therefore local government activities are important in shaping regional planning and the provision of major urban infrastructure. Municipal planning is then examined by looking at the plans and objectives of the five two-tier regions making up the GTA. She focuses on Metro Toronto which she argues was unable to adopt an Official Plan (OP) until 1980 for the principal reason that local governments were opposed to the requirement that local plans would have to be brought into conformity with the Metro OP. However, several of the principles set out by Metro are consistent with the way Metro has developed, particularly with respect to the achievement of a "multi-centred urban structure" which could "be achieved through the development of Metropolitan Centres along rapid transit facilities." Two points are raised by the author in response to this: one, it is difficult to distinguish the influence of Metro planning from the influence of other important economic and political factors; and, second, the Metro OP, when finally adopted in 1980, reflected an already growing acceptance and advocacy for a decentralized urban structure on the part of member municipalities. Frisken concludes that this correspondence between local and metro planning goals reflects the tendency for local planning goals to set the metropolitan planning agenda and the subservience of regional planning to local priorities results in no coherent vision of the way the GTA should be developing.

Friskén identifies four obstacles to be overcome if GTA planning is to work: lack of agreement among regional municipalities; municipal councils continuing claim to the right to decide the nature and rate of development within their boundaries; fragmentation and competition between the ten provincial ministries having a direct interest in the way the GTA develops; and, the political competition between the GTA and the rest of the province for limited resources. An additional consideration is that the institutions established by the provincial government to deal with GTA concerns have no formal mandates to plan; their role is one of promoting discussion, coordination and cooperation. Friskén concludes that this approach rests on a realistic assessment of the limitations of regional planning which has worked most successfully as a means of formulating general planning principles and with limited effectiveness as a device for formulating comprehensive land use frameworks to which public and private interests are willing to conform.

PLANNING -- DENMARK, COPENHAGEN

Lemburg, Kai. (1989). 'Planned and Unplanned Development of Greater Copenhagen'. *The Planner*. February: 37-42.

The author reviews planning and development approaches in Greater Copenhagen since the end of WW II. After several attempts during the 1950s and 1960s at establishing a regional plan for 50 municipalities, a strategy was adopted in 1976 for allocating growth which was based on: two main transportation corridors along which special concentrations of regional functions at designated nodes would develop into regional supercentres and a multi-centred metropolis; designated green areas; and the containment of urban growth. An indirectly elected Greater Copenhagen Council (appointed originally as a temporary agency in 1974) was established to advance this strategic planning in the region. Following adoption of the plan, economic recession put a halt to metropolitan growth and since that time the population has been stagnating. The most successful part of the regional planning work of the 1970s is identified as the green area designations. While economic recession resulted in a lack of means for large planning achievements, the author concludes that economic prosperity has brought the danger of planning being used as a vehicle for large-scale investments with doubtful value to the citizens. The political culture has been dominated by a contrast between a centralist economic growth philosophy with decisions of representative democracy versus an ecological and environmental approach with a decentralization of decisions and extensive public participation. The latter has dominated town and regional planning where counties within the metropolitan region have regained certain functions to their control. However, the Danish parliament in 1984 reaffirmed the Greater Copenhagen Council's functions and gave it a permanent status as a local government body.

PLANNING -- EUROPE, AUSTRALIA, US

Kenworthy, Jeffrey R. and Peter W.G. Newman. (1987). 'Transportation and Land Use Lessons from Thirty-Two International Cities'. School of Environmental and Life Sciences, Murdoch University. Transport Research Paper 7/87.

Kenworthy and Newman begin their survey of urban transportation in thirty-two international cities by defining a balanced urban transportation system as one where the automobile does not dominate and where trains, buses, walking and bicycling also perform

major roles in the total transportation task. They note that the combination of these urban transportation modes range from U.S. and Australian cities where the automobile accounts for more than 95% of passenger transportation to the European cities where public transportation, walking and bicycling are equal in importance to the automobile.

Their purpose in this article is to examine and compare urban transportation modes in thirty-two international cities and to understand how urban transportation systems can be more balanced and with what kinds of policies. The data comes from their earlier studies on gasoline emission in world cities. The authors use factors such as land use intensity, orientation to non-automobile modes, level of traffic restraint, degree of centralization and public transportation performance to compare and group cities. The following select table of results is drawn up from detailed tables included in the paper. Brisbane: extremely low density, intensely auto-oriented, lightly restrained traffic, some centralisation, weak public transportation.

Phoenix: extremely low density, intensely auto-oriented, very unrestrained traffic, almost no centralisation, poor public transportation.

Los Angeles: low density, intensely auto-oriented, moderate traffic restraint, almost no centralisation, poor public transportation.

Chicago: low density, some orientation to non-auto modes, moderate traffic restraint, almost no centralisation, good public transportation.

Melbourne: low density, some orientation to non-auto modes, very unrestrained traffic, some centralisation, good public transportation.

San Francisco: medium density, predominantly auto-oriented, moderate traffic restraint, centralised, weak public transportation.

New York: medium density, some orientation to non-auto modes, moderate traffic restraint, very strongly centralised, good public transportation.

TORONTO: medium density, some orientation to non-auto modes, significantly restrained traffic, some centralisation, good public transportation.

Amsterdam: medium density, substantially oriented to non-auto modes, moderate traffic restraint, very strongly centralised, very good public transportation.

Paris: medium density, substantially oriented to non-auto modes, highly restrained traffic, very strongly centralised, excellent public transportation.

Hamburg: high density, balanced auto/non-auto modes, highly restrained traffic, centralised, very good public transportation.

London: high density, substantially oriented to non-auto modes, significantly restrained traffic, strongly centralised, very good public transportation.

Munich: very high density, balanced auto/non-auto modes, significantly restrained traffic, significantly restrained traffic, strongly centralised, excellent public transportation.

Vienna: very high density, substantially oriented to non-auto modes, highly restrained traffic, centralised, very good public transportation. When the authors compare these results with that of per capita energy consumption levels, they find out that high land use intensity, orientation to non-automobile modes, high levels of traffic restraint, high degrees of centralisation and good public transport performance have high correlations with low levels of energy consumption.

The authors conclude that those cities with poor records on these factors need to improve and suggest nine policy directives: (1) increasing density of population and jobs in all parts of the city; (2) increasing importance of the central area of the city; (3) decreasing automobile ownership; (4) increasing public transit as a proportion of total travel demand;

(5) diminishing importance of the automobile as a way of getting to work and increasing importance of other modes; (6) decreasing road availability per head of population; (7) decreasing central city parking; (8) increasing intensity of road usage; (9) increasing public transit service provision and use including the number of passengers picked up per kilometre of service provided, increasing average speed of transit, improving energy efficiency and a greater role of trains within the transit system.

PLANNING – EUROPE

Davies, H.W.E.. (1989). 'The Control of Development in Western Europe'. *The Planner*. April: 11.

The following articles are based on a study carried out at the University of Reading following an invitation by the Department of the Environment (UK) to look at the systems for the control of development (urban growth management systems) in four West European countries: Denmark, France, West Germany and the Netherlands. The four articles that follow give an introduction to planning and control in the four countries. They focus on the methods and procedures of control rather than its outcome.

The aim was to find out how development in the British sense was controlled through planning, in terms of both its scope and its procedures. Davies notes that they quickly found out that this also meant understanding something of the systems of plans, especially those at the local, or municipal, level of government. Unlike structure and local plans in Britain, each of these other plans is legally binding. In principle, development in accord with the plan cannot be refused; that not in accord cannot be granted. Despite this apparent rigidity, enshrined in legislation and deriving from constitutions, each country is exploring ways of opening the control of development to negotiation, by making it more flexible. The difference with Britain is that in other countries is, to a much greater degree, plan-led. Furthermore, the plans are there not only at the local level but also higher levels of government, thus reinforcing the policy-led nature of planning and control.

One final point of contrast between Britain and the other four countries. For these, building and planning control are combined in a single permit, for the relationship between plans and building regulations is much closer than in Britain. Thus a major finding of the study was the contrast between Britain with its high degree of built-in administrative discretion in control, and the other four countries in which control in principle is more rigid. Nevertheless, there are clear differences between the systems in the four European countries, reflecting their legal structures and constitutional relationships affecting the different levels of government. Denmark appears to be the most decentralised and France the most centralised, although that has been changing since 1983. The Netherlands probably has the most straightforward and comprehensive system ('the most planned country in Europe'). And in West Germany the system varies in detail from state to state. But in all four, systems for planning and control are changing under the impact of forces: the growth of environmental concerns, and public participation; the greater emphasis on urban renewal, rehabilitation and conservation; the wider questions of urban growth and decline.

PLANNING – NEW YORK, PARIS, LONDON

Savitch, H.V.. (1987). *Postindustrial Planning in New York, Paris and London*. *Journal of the American Planning Association*. 53(1):80-91.

This article examines the relationship between postindustrial growth and planning in three metropolitan areas: New York, Paris and London. It argues that each has taken a different approach to its postindustrial transformation. New York approached planning through the Manhattan strategy of intense development, which emphasized growth in and around the central business district. The Parisian experience was through the axes strategy of extensive development, spreading growth through the larger region. London planning agencies tried containment by zoning and stressed a balance between commercial growth and the preservation of neighbourhoods and green space. Each strategy is analyzed as a product of the structure of city government, the control over local markets, and the developmental conditions. Each strategy reflects the historic practices in each city government and entails its own costs and benefits.

New York pursues a type of planning that Savitch calls 'Manhattan strategy of intensive development.' This strategy puts a premium on public and private investment in the central business district. The upshot of the strategy is an enormous amount of construction, jobs, and business piled into Manhattan county. Statistics on the differences in post-industrial growth between Manhattan and its sister counties bear out the results of this strategy. On just a tiny fraction of the regional land mass lies more than 50 percent of the office space built in the past five years. By 1982 almost 70 percent of Manhattan's job base was in finance, insurance, real estate, and other services. By contrast, only 45 percent of the employment in the counties surrounding Manhattan was in such post-industrial sectors.

By contrast with that of New York, the Parisian strategy, 'axes of extensive development', builds outward from a common centre along linear stretches of development. The axes strategy distributes growth both within Paris and across the region. More than Manhattan, therefore, Paris has shared the bounty of post-industrial growth with surrounding areas.

London's adopted strategy, best conceived as 'containment by zoning', distinguishes it from New York and Paris. The London strategy allocates post-industrial growth within strategically placed nuclei. London planners believe that through careful dispersal, control and limitation they can equitably distribute the bounty of post-industrial growth. They believe that restrictions against random sprawl will preserve community identity and maintain the integrity of Greater London. That is why strategic centres are designated within each of London's boroughs and why Greater London is encircled with a greenbelt – mechanisms used by containment strategists to anchor the community and protect the environment.

Savitch concludes that each of these cities has developed a planning strategy that is the product of its politics, its economics, and its developmental conditions. The politics depend on the degree to which urban government is fragmented (New York), centralized (Paris), or parcelled among local, regional, and central tiers (London). The economics depend on the degree to which markets are principally controlled by the private sector (New York), controlled by the public sector (Paris), or split between public and private sectors (London). The developmental conditions depend on whether public policies encourage massive construction within the central business district (New York), channel it elsewhere (Paris), or limit it (London).

MANAGEMENT -- US, CA SAN FRANCISCO

Baerwald, Thomas J.. (1987). 'Bay Area Growth Control: Two Perspectives'. *Urban Resources*. 4(2):50-52.

This article reviews two recent books on growth controls in San Francisco Bay Area: *The San Francisco Bay Area: Metropolis in Perspective* and *The Suburban Squeeze: Land Conversion and Regulation in the San Francisco Bay Area*.

MANAGEMENT -- US, CA SAN FRANCISCO

Rosen, K.T. and L.F. Katz. (1981). 'Growth Management and Land Use Controls: The San Francisco Bay Area Experience'. *Journal of the American Real Estate and Urban Economics Association*. 9(3):321-344.

This study examines the various types of land use and growth controls in the San Francisco Bay area and analyzes the results of empirical works that have studied the impact of these controls in the housing market. It concludes that (1) zoning regulations and density controls significantly increase housing prices by restricting residential development; (2) subdivision regulations in their entirety can 'add substantially to housing costs through increases in land development costs, financing and holding costs, administrative costs and fees and taxes.' (p. 331); (3) growth management systems can have inflationary impacts on housing prices, and; (4) even though the goal of growth management controls is to reduce the fiscal, social and environmental costs associated with new development, 'the result often is that these controls serve to shift the costs of growth onto other communities, developers and prospective residents.' (p. 336).

MANAGEMENT -- US, CA

Lafferty, Elaine. (1987). 'Growth: the Cautious Approach is Politically Popular'. *California Journal*. 18(10):486-489.

Lafferty points out that the idea of slow growth has polarized developers, trade unions and real estate interests on one side pitted against homeowners, environmentalists, and watchdogs for the local school system. Actually, slow growth refers to more controlled and moderate growth which is reasonably planned taking into account both sides of the slow growth issue. Lafferty notes that the idea of slow growth is so controversial that many California cities have made the issue ballot measures for the voters to decide.

MANAGEMENT -- US, IL CHICAGO

Picur, Ronald D.. (1986). 'The Chicago Approach to Management Planning and Control'. *Research in Urban Policy*. 2(b):185-207.

Chicago has traditionally had the reputation as the 'City That Works.' The nature of the underlying management system was based on the premise best expressed by the theme 'Good Politics Is Good Government.' With the election of Harold Washington in 1983, under a reform banner, that theme has been replaced by 'Good Management is Good Government.' However, the Washington administration inherited a work force accountable not to the executive branch or taxpayers but to their political sponsors and the patronage doled out by the Chicago Democratic Machine. Simultaneously, Chicago was experiencing both the full impact of fiscal stress generally associated with rust-belt cities, and the deepest recession since the 1930s. This case study describes the Chicago management plan and how it has been designed to address the key city management issues extant in Chicago: fiscal stress and accountability.

MANAGEMENT -- US

Alexander, Nancy. (1989). '14 Ways to Make Growth Management Work'. Connecticut Town and City. September/October:14-17.

Nancy Alexander is president of an urban planning consultant firm that advises municipal governments on growth management systems. In this article she provides several recommendations for developing an effective growth management system. She also provides some ideas on overcoming pitfalls in implementing a successful system. Some of the ideas presented here include: the pitfalls of the transfer of one system from one city to another, lack of initiative on the part of policymakers and the importance of understanding specific political and institutional complex of the municipality.

Barrows, L.B.. (1978). Growth Management: Issues, Techniques, and Policy Implications. Rutgers University, Center for Urban Policy Research. New Brunswick, N.J..

Brower, David J.. (1976). Urban Growth Management Through Development Timing. Praeger. New York.

Callies, David L.. (1982). 'Land Use Controls: Of Enterprise Zones, Takings, Plans and Growth Controls'. Urban Lawyer. 14(4):781-854.

Cervero, Robert. (1984). 'Light Rail Transit and Urban Development'. Journal of the American Planning Association. 50(2):133-147.

Recent construction of light rail transit systems in a number of North American cities raises crucial questions about their possible effects on land use and urban development. Although serving passengers and keeping constructions costs down have been the primary aims of new rail investments, the possibilities for joint development and land use are numerous. This paper explores light rail transit's potential influence on urban growth and revitalizing central city areas. It includes useful comparative statistics on the United States and Canada.

**Conservation Foundation. (1988). 'How Successful Communities Manage Growth'.
Urban Land. 4(2):32-33.**

This article reports on a study undertaken by the Conservation Foundation to determine what factors have led to successful communities. From a diverse set of communities, highlights of successful growth management arrangements are identified. These principles include the need for local communities to position land use planning around assets that make the community distinctive and around a vision of what the community could be (e.g. Lowell, MA and industrial heritage). It is also suggested that land use planning must go beyond ecological and economic considerations to esthetic concerns and that it must go beyond policy regulations which are designed to prevent the worst rather than encourage the best. While there are not any explicit policy recommendations, the article states that the alternative to these common-sense planning principles is the continuation of urban sprawl. Research at the Conservation Foundation sought to find out what factors led to successful communities. The research reviewed a diverse set of communities whose efforts to protect and enhance livability have been successful. The research revealed that successful communities build their land use planning around assets that make them distinctive, around a vision of what the community should be, around aesthetic concerns; they go beyond regulations to secure quality development. They are usually headed by hometown heroes, persistent individuals who spearhead land use conservation and planning efforts and they have quality-of-life lobbies that can ensure continuing positive government response.

**Conservation Foundation. (1990). Creating Successful Communities: A Guide to
Growth Management Strategies. Island Press. New York.**

**Conservation Foundation. (1990). Resource Guide for Creating Successful
Communities. Island Press. New York .**

**Danielson, M.N. and J.W. Doig. (1982). The Politics of Urban and Regional
Development. University of California Press. Berkeley.**

**DeGrove, John Melvin. (1984). Land, Growth and Politics. Planners Press: American
Planning Association. Washington, D.C..**

This book documents the greater intervention of state governments and legislatures in growth management issues in America between 1961 and 1974. It draws on detailed case studies of Hawaii, Vermont, Florida, Oregon, Colorado and North Carolina.

**Douglas R. Porter ed.. (1986). Growth Management: Keeping on Target?. Urban Land
Institute. Washington, D.C.**

The series of papers in this book, based on a seminar with the same title, share a common thread: that urban growth management has become an important aspect of the state of American cities. What the authors share is a belief that 'the second generation of growth management' is characterized by the application of sophisticated techniques and

procedures in American cities. The papers document some of these techniques with case studies from numerous cities.

Ellickson, Robert C.. (1977). 'Suburban Growth Controls: An Economic and Legal Analysis'. *Yale Law Journal*. 86(3):385-511.

The increasing use of suburban growth controls (e.g. large-lot zoning) has occurred with little direction from state legislators and, as such, a complex and complicated case law has resulted from court action over growth controls. This study uses economic and legal analysis to establish a comprehensive set of legal doctrines outlining the rights of suburbs, landowners and housing consumers and the remedies that should be available to each if these rights are violated. The basic premise of this study is that court decisions assume a binary choice must be made either supporting restrictive municipal enactments or requiring suburbs to undertake efforts to accommodate unwanted housing. Thus, in the first instance the court must be prepared to live with inequities and misallocations of resources while in the second instance the court becomes embroiled in experiments in social engineering. Economic theory indicates that the burden of suburban anti-growth programs usually falls primarily on landowners and not on housing consumers. If it does fall on housing consumers, it is new home buyers purchasing at inflated prices while existing owners of homes and apartments tend to benefit from restrictions and development charges. Since homeowners tend to dominate the politics of small suburbs, the local government begins to act as a cartel agent for homeowners and this creates inefficiencies in the real estate market. Ellickson feels that judicial intervention is justified to prevent municipal anti-growth measures from creating serious inequities and misallocations. Legal action in the past has been characterized by invalidation of the ordinance as the appropriate remedy against overly restrictive zoning. Based on a blending of economic and legal analysis, Ellickson suggests that State courts should allow landowners and housing consumers to be compensated for damages based on anti-growth programs. He also recommends that suburbs should not be permitted to focus taxes such as development charges on housing construction either to control congestion or to raise revenues because of the inefficiencies and inequities that arise.

Elliott, Michael. (1981). 'The Impact of Growth Control Regulation on Housing Prices in California'. *Journal of the American Real Estate and Urban Economics Association*. 9(2):115-133.

Fischel, William A.. (1990). *Growth Controls Do Matter*. Lincoln Institute of Land Policy. Cambridge, Mass.

Godschalk, David R.. (1987). 'Balancing Growth with Critical Area Programs'. *Urban Land*. 46(3):16-19.

In order to strike a balance between the conflicting aims of conservation and development, many state governments are applying innovative planning and management techniques to areas which are designated as critical areas. The objective of the critical area concept is to improve planning and growth management by requiring public planners to do detailed environmental impact analysis in critical areas, before development activities begin. This

article explores effectiveness of critical area programs as a means for achieving balanced growth. The article presents examples of specific critical area management programs in Florida and Maryland.

Griffiths, Susan K.. (1988). 'Regulating Growth through Intergovernmental Agreement'. *Colorado Municipalities*. 64(4):17-22.

Griffith says intergovernmental agreements can be useful tools to assist municipalities and other nearby local governments to achieve common growth management goals. This article focuses on effecting development growth which occurs on the outside of municipal boundaries. Using the state of Colorado as an example, Griffith examines statutory authority and sources for intergovernmental cooperation on growth and land use issues, antitrust issues and concerns and drafting plans for a contractual agreement. She concludes that intergovernmental agreements regarding annexation and land use remain relatively unique and untested in Colorado's appellate courts. However, careful drafting of such agreements can enhance the likelihood that the agreement will be upheld if challenged, but the validity will remain uncertain under current Colorado law.

Hagman, Donald G. and J.C. Juergensmeyer. (1986). *Urban Planning and Land Development Control Law*. West. St. Paul, Minnesota.

Heilbrun, James. (1987). *Urban Economics and Public Policy*. St. Martin's Press, 3rd ed. New York.

Hoben, James. (1982). 'National Location Trends and Local Land Use Controls'. *Urban Law and Policy*. 5(2):149-167.

Huckman, Andrew. (1988). 'Growth Management: An Annotated Bibliography'. PAS MEMO. October.

This article presents a selected survey of literature on growth management limited to works published since 1980. A number of the works serve as an excellent framework for the complex legal issues on which the growth management debate still hinges. The bibliography serves as an attempt to illustrate selected growth management techniques that have evolved and established themselves over the past twenty years. The first half of the bibliography discusses current growth management systems. The second half examines important questions that many communities using growth management system are yet to answer.

Johnston, Robert A.. (1980). 'The Politics of Local Growth Control'. *Policy Studies Journal*. 9:427-439.

Local growth controls are categorized as controlling class composition, growth location, or growth rate. Literature concerning the motives for adopting these types of growth control is examined in the paper. Four case studies are presented, two involving growth rate controls and two concerned with growth phasing (locational) controls. The finding of the authors

agree with earlier ones that tax minimization and quality of services are the chief motives for rate and location controls, followed by 'environmental protection' often meaning view protection or traffic increases. Agricultural protection was a major factor in two of the cases. The authors found no desires for economic exclusion or property value enhancement in the adoption of controls. They question the exclusionary effect of perpetuating rate controls.

Kain, John F.. (1988). 'Choosing the Wrong Technology: Or how to spend billions and reduce Transit use'. *Journal of Advanced Transportation*. 21:197-213.

This article examines the issue of choosing the right technology for urban transportation in low density cities in the United States. It reviews previous studies that analyze the cost effectiveness of alternative transit systems and concludes that in low to medium density cities some forms of bus rapid transit provide an improved performance and substantially lower costs per passenger trip than heavy or light rail transit.

Keyes, Dale L.. (1979). 'Channeling Metropolitan Growth: In What Direction, Toward Which End?'. *Law and Contemporary Problems*. 43(2):239-253.

Leutwiler, Nels R.. (1987). 'Playing Taps for Urban Growth Control: Restricting Public Utility Access to Manage Growth. *State and Local Government Review*. 19(1):8-14.

Rapid development in suburban areas has led to the use of growth management which has been defined as a conscious governmental program intended to influence the rate, amount, type, location, and quality of future development within a local jurisdiction. The techniques used to effect a growth control program generally fall into four major groups: land acquisition, taxation, regulation, and public spending. Restricting access to essential public services such as sewer and water service has become a popular and highly effective tool as local governments seek to regulate urban growth. Such controls, however, have been challenged by property owners and developers under a variety of legal theories. Judicial acceptance of restrictive public service access policies depends upon several different factors, and varies among the states based upon state and local land use laws. This article reviews major court decisions in the United States and concludes that while public utility access denials may be appropriate to control the timing or phasing urban growth, they cannot be employed to permanently prevent growth.

Lyons, Kevin J.. (1982). 'The Municipal Incorporation Status as a Comprehensive Plan Implementation Device'. *St. John's Law Review*. 57(1):127-163.

Netter, Edith M.. (1987). 'Growth Management Goes Downtown'. *Urban Land*. 46(11):34-35.

A growing number of cities concentrated on the development of growth management programs which seek to support the service economy, preserve or enhance the livability of the city and ensure that lower income residents benefit from the new commercial

development. These programs focus on the use of growth caps, in some cases, or zoning restrictions in others and are often associated more with suburban municipalities in metropolitan areas than central cities. But Netter notes that some central cities are now adopting similar growth management programs. For example, the city of Boston currently considering the adoption of interim zoning amendments, whose main thrust is to impose height limits throughout downtown area. Netter provides discussion of how growth caps, zoning restrictions, linkage requirements, and other incentives that seek to involve the developer in providing low-income, affordable housing for city residents. She also discusses other efforts to protect the natural and built environment. Downtown growth management programs are designed to support commercial development but at the same time enhance the livability of the central city and ensure that lower income residents are able to share in the benefits of development. A wide variety of growth management tools are available which focus on commercial development. These tools include height limits, limitations on building permits and office space construction, linkages to housing provision and job training, the protection of both the natural and built environment (e.g. open space and urban design requirements), and the designation of special districts. Netter illustrates the use of these growth management tools in selected American cities. While most of these zoning efforts are too new to assess their successes and failures, Netter suggests that tensions are bound to arise among the often competing goals of managing growth, supporting the commercial economy and providing benefits for all residents.

Peiser, Richard B.. (1989). 'Density and Urban Sprawl'. *Land Economics*. 65(3):193-204.

Fivo, Gary. (1989). 'The Arrival of Performance-based Growth Management'. *Urban Land*. 48(11):30-31.

This article argues for a shift in emphasis from arguments for or against growth to urban growth management. It contends that the issue facing many North American communities today is more complicated than simple growth or no growth policymaking. It is an issue of how to manage growth under certain conditions.

Poister, Theodore H. and G. Streib. (1989). 'Management Tools in Municipal Governments: Trends over the Past Decade'. *Public Administration Review*. 49(3):240-248.

This article reports the results of a 1987-1988 survey of 451 American municipalities regarding the use and perceived effectiveness of numerous management tools. Viewed in conjunction with findings from two earlier surveys, the data presented in this article reflect the increased use of growth management tools and show that the tools that are used by city managers have expanded and stabilized over the last decade. Techniques such as budgeting, management by objectives, performance monitoring, and program evaluation have become staples of modern municipal management during this period, while several more recent tools such as financial trend monitoring, multiyear forecasting, growth controls, strategic planning have experienced rapid diffusion in municipal government. The authors conclude that the generally positive ratings accorded to most of the management tools seem to reflect a high level of enthusiasm for them and suggest that they

will remain on the scene for some time to come. They note, however, that despite the existence of a body of well established techniques that have come into widespread use, the same problems of growth management that have driven municipalities to strengthen its management capabilities remain unabated. The general direction that the authors sense from their analyses is that there may be a continuing shift in the dominant culture of growth management towards performance, managerial direction, and professionalism. They hope that as growth management programs and policies are more commonly employed by municipalities, the trends towards using sophisticated and efficient techniques of management continues to ensure effective implementation of these policies.

Rudel, Thomas K. (1983). 'Managing Growth: Local Governments and the Social Control of Land Use'. Department of Human Ecology. Rutgers University.

U.S. Advisory Commission on Intergovernmental Relations. (1978). State and Local Capacity to Manage Growth. ACIR. Washington, D.C..

A background paper prepared by the staff of ACIR for the White House Conference on Balanced National Growth and Economic Development.

U.S. Advisory Commission on Intergovernmental Relations. (1982). Improving Urban America: A Challenge to Federalism. ACIR. Washington, D.C. .

Vogel, Ronald K. and Bert E. Swanson. (1989). 'The Growth Machine versus the Antigrowth Coalition: the Battle For Our Community'. Urban Affairs Quarterly. 25(1):63-85.

This article expands on the book by Logan and Molotch (Urban Fortunes) on consequences of rapid urban growth in America. The main question asked is whether growth management can resolve the power battle between growth and antigrowth interests, and whether it is possible to encourage communities to undertake a search for the public interest. The authors argue that growth is not the goal in all cities, and this factor should always be taken into account by growth managers. In their 1987 book, Logan and Molotch state that cities must stop competing among themselves for capital and start using their legal autonomy as a collective force against the "growth machine". In short, they advocate a new urban politics based on anti-growth coalitions. Vogel and Swanson suggest that the issue is much more complex than the growth/no growth dichotomy implied by Logan and Molotch. In exploring this issue, the study has a threefold purpose of which the first is to examine the perceptions of local actors on growth and its implications. Next they evaluate the prospects of anti-growth coalitions in the struggle to defeat the growth machine. Their third purpose is to consider the potential to end the battles over growth through growth management. The authors select a case study approach using Gainesville, Florida, a place that should be favourable to the Logan/Molotch thesis since growth has been a divisive issue. The case study indicates that each sector in the community has a different perception of community interest. Vogel and Swanson are not convinced that the replacement of business interests (growth machine) by neighbourhood politics (anti-growth coalitions) will necessarily move community development any closer to the public interest. Although growth coalitions may be able to hold office only temporarily, they often act as community watchdogs thereafter.

Since growth management may force policy makers to confront the budgetary consequences of their growth oriented policies, it may change the nature of the debate from one of growth versus no growth to one which considers how much and what kind of growth as well as questions concerning when, where and costs and benefits.

Whitt, J. Allen. (1987). 'Mozart in the Metropolis: The Arts Coalition and the Urban Growth Machine'. *Urban Affairs Quarterly*. 23(1):15-36.

PLANNING -- AUSTRALIA, ADELAIDE

Downton, Paul and S. Hamnett. (1988). 'Urban Design in Adelaide: In Search of Guidance'. *The Planner*. December: 24-27.

Hamnett, S. (1987). 'The City of Adelaide Plan, 1986-1991: A Review'. *Urban Policy and Research*. 5(2):61-71.

PLANNING -- AUSTRALIA, CANBERRA

Latham, Malcolm. (1988). 'Planning for Nation and People: Canberra, 30 Years On'. *The Planner*. December: 20-23.

The article was written in 1988 at the time of the Australian governments proposal to abolish the National Capital Development Commission (NCDC), a public sector corporation which, since 1958, has been responsible for planning and development in Canberra. The federal government has controlled all land within the Australian Capital Territory (ACT) surrounding Canberra which has been principally planned and developed through the NCDC. The NCDC was originally created by the federal government to foster the development of Canberra into the desired image of a 'national capital'. Now having more or less fulfilled this function, the federal government decided to lessen federal control and establish local self-government for Canberra. This consists of a two-tier system made up of a new organization, the National Capital Planning Authority (NCPA). The NCPA will act as a regional authority to control development of designated national capital areas and to represent the wider interests of the national capital. The federal ministry will control these powers and intervene whenever it feels government interests are threatened. The NCPA will determine overall planning strategies to be implemented by the second tier local governments. Given the continued and direct federal presence and powers, the author questions whose interests will be served in a this more democratic local government system where he predicts conflict between the federal and local levels will likely occur.

PLANNING -- AUSTRALIA, MELBOURNE

Beed, C.S.. (1981). *Melbourne's Development and Planning*. Clewara Press. Melbourne.

PLANNING -- AUSTRALIA, SYDNEY

Chesterman, D.. (1988). 'Urban Design Policy for the Sydney Region'. NSW Planner. March:11-14.

Wilmoth, David. (1988). 'Sydney's Metropolitan Strategy'. Urban Research Unit, Working Paper No. 5. Australian National University.

PLANNING -- AUSTRALIA, VICTORIA

Logan, T.. (1981). Urban and Regional Planning in Victoria. Shillington House. Melbourne.

PLANNING -- AUSTRALIA

Huxley, Margo and J. Brian McLoughlin. (1985). 'The New Urban Studies Literature: Special Reference to Australia'. Progress in Planning. 24:161-246.

Lea, John. (1988). 'Australian 'Outback' Planning Themes in the 1980s'. The Planner. December: 28-31.

Low, N.P. and J.M. Power. (1984). 'Policy Systems in an Australian Metropolitan Region'. Progress in Planning. 22:147-215.

This work reviews the changes that have occurred in Victoria in the 1980s with respect to metropolitan growth policies.

Self, Peter. (1988). 'The Resurgence of Metropolitan Planning in Australia'. The Planner. December: 16-19.

PLANNING -- CANADA, ONTARIO

Keall, M.J. ed. (1986). Development at the Edge: Symposium of Conservation Strategies and Planning. York University Urban Studies Program. Toronto: University of York.

PLANNING -- CANADA, TORONTO

Gad, Gunter. (1989). 'Producer Services and Office Location Dynamics in Toronto'. Unpublished ms. University of Toronto, Department of Geography. Toronto.

Irwin, Neal A.. (1989). 'Inter-Regional Transportation Planning'. IBI Forum. Toronto.

Pill, Juri. (1988). 'Toronto: Thirty Years of Transit Development'. *Transit, Land Use and Urban Form*, W. Attoe ed. Austin: University of Texas at Austin.

Pill, Juri. (1988). 'Land Development: The Latest Panacea for Transit'. Unpublished ms. Toronto Transit Commission Planning Department. Toronto.

PLANNING -- CANADA

Canadian Urban Transit Association. (1990). 'Environmental Benefits of Urban Transit: Draft Report of Transit/Environment Task Force'. Canadian Urban Transit Association. Toronto.

Hodge, Gerald. (1983). 'Canadian Small Town Renaissance: Implications for Settlement Systems Concepts'. *Regional Studies*. 17(1):19-28.

Kiernan, Matthew J.. (1982). 'The Fallacy of Planning Reform'. *Urban Law and Policy*. 5:23-64.

In January 1972 a new system of planning and local government was introduced into the City of Winnipeg. This article examines the planning law reforms in detail and shows that there was from the beginnings of the new system a considerable gap between the ideas and philosophies implicit in the legislation and those held by both councillors and officials who had to implement the legislation. The conclusion is drawn that there are severe limits to the reform of planning by law.

Robinson, Ira M. and Douglas R. Webster. (1985). 'Regional Planning in Canada'. *Journal of the American Planning Association*. 51(1):23-33.

Regional issues have always been important in Canada's economic and political development. Regional planning, however, was not established as a conscious, formal activity of governments until the 1950s and 1960s. Two basic forms have emerged: statutory regional land planning, which focuses on land use, is authorized and administered by provincial governments, and it is undertaken by voluntary associations of communities; and regional development planning, which focuses on socioeconomic development and is undertaken by provincial governments and the federal government, both independently and jointly. These functions are undertaken separately, under different legislation, by different agencies and by bureaucrats using different values and mind-sets.

PLANNING -- DENMARK

Edwards, David. (1989). 'A Danish Perspective on the Future of the Planning System'. *The Planner*. April: 24-27.

Edwards, David. (1988). 'The Planning System and the Control of Development in Denmark'. *Town Planning Review*. 59(2): 137-157.

This article provides a description of the Danish system of physical planning and discusses how its significant characteristics are a product of its evolution and the political, administrative, and socio-economic context in which it has operated. These characteristics include decentralized decision-making, public participation, the politicisation of the planning process, corporate approaches to plan-making, and the use of plans as legally binding controls on future environmental change. Current issues and proposals for changing the system are considered and similar trends to those in England are identified. These involve reducing the scope and content of plans, relaxing control over development, and increasing the discretion as to what proposals might be allowed.

PLANNING -- ENGLAND

Davies, H.W.E. (1988). 'Development Control in England'. *Town Planning Review*. 59(2): 127-136.

PLANNING -- EUROPE

Garner, J.F. ed. (1986). *Planning Law in Western Europe*. North Holland. Oxford.

McKay, D.H. ed. (1982). *Planning and Politics in Western Europe*. Macmillan. London.

Williams, R.H. ed. (1984). *Planning in Europe*. George Allen and Unwin. London.

van der Cammen, Hans (ed.). (1988). *Four Metropolises in Western Europe*. Van Gorcu. Assen, The Netherlands.

PLANNING -- EUROPE AND NORTH AMERICA

Self, Peter. (1982). *Planning the Urban Region: A Comparative Study of Policies and Organizations*. The University of Alabama Press. University, Alabama.

PLANNING -- FRANCE, LYON

Booth, P.A.. (1987). *The Determination of Planning Applications in the Urban Community of Lyon*. Department of Town and Regional Planning, University of Sheffield. Occasional Paper, No. 73.

PLANNING -- FRANCE

Booth, P.A. (1986). Decision Making and Decentralisation: Development Control in France. Department of Town and Regional Planning, Occasional Paper No. 60. University of Sheffield.

Punter, John. (1989). 'Decentralisation of the Planning System in France'. The Planner. April: 12-15.

Punter, John. (1988). 'Planning Control in France'. Town Planning Review. 59(2): 159-181.

This article describes the principal characteristics of planning control in France. It isolates the important contextual factors, including the nature of government and administration, and emphasises the importance of the system of administrative law and the nature of local politics. It illustrates the all-embracing nature of the definition of development and explains the process of development control through the application, examination, consultation, decision and enforcement stages. The importance of the content of the local plan (POS) as the basis for control decisions is illustrated, and the reliance on national rules of planning in the absence of a local plan explained. Finally, the role of the courts in providing a comprehensive appeal and enforcement system is described. It is concluded that despite the changes wrought by decentralisation, the expertise and resources for planning outside the major cities remain largely in the hands of the central state.

Wilson, I. (1983). 'The Preparation of Local Plans in France'. Town Planning Review. 54(2):159- .

PLANNING -- GERMANY

David, C.H. (1987). German Planning and the Development Control System: A Comparative Report. Department of Architecture and Planning, Occasional Paper No. 14. The Queen's University of Belfast.

Hass-Klau, C.. (1982). Planning Research in Germany. Social Science Research Council. London.

Hooper, Alan. (1989). 'Development Plans and Development Control in the Federal Republic of Germany'. The Planner. April: 16-19.

Hooper, Alan. (1988). 'Planning and the Control of Development in the Federal Republic of Germany'. Town Planning Review. 59(2): 183-205.

This article considers the complex of inter-relationship between the system of development plans and the operation of the control of development in a federal system of government, namely the Federal Republic of Germany. Imperative zoning embodied in urban development plans at the local level provides the structural framework for the operation of development control, and the themes of flexibility, certainty and accountability in the planning process are examined in this context. The existence of a written constitution and a system of administrative courts is seen to be fundamental in striking a balance between individual and collective interests in land development.

PLANNING -- IRELAND

Stevenson, Colin P.. (1986). 'Public Development and the Irish Planning System'. *Urban Law and Policy*. 8:33-51.

In Ireland, as in England, development by public bodies is not subject to the full rigours of the planning system. This means that public development is not as closely regulated as private development and, in particular, it is allowed to circumvent the extensive requirements of public participation which characterize the Irish system. Furthermore, it means that development plans do not encompass all development within a local authority's jurisdiction and this militates against comprehensive and coordinated development. This article outlines the full extent of exemptions for public bodies in Ireland and examines their rationale in the light of the avowed objective of ensuring the proper planning and development of the area and the need to plan development of a regional or national nature. This examination in part relies upon a comparison with the French system which, although also operating a system of exemptions for public development, does so in a manner which appears more conducive to integrated planning principles and more respectful of process requirements.

PLANNING -- NETHERLANDS

Davies, H.W.E.. (1989). 'Development Control in the Netherlands'. *The Planner*. April: 20-23.

Davies, H.W.E.. (1988). 'The Control of Development in the Netherlands'. *Town Planning Review*. 59(2): 207-225.

This article describes the control of development in the Netherlands as it has evolved since the first Act in 1901. The control is exercised by municipalities within a framework of national and regional policies and legally binding 'bestemmingsplannen' or 'local' plans. The article discusses the various measures used to introduce flexibility into an otherwise rigid system of planning control based on a fundamental concept of legal certainty protected by the Constitution. These measures have culminated in the 1985 reform of the planning legislation, giving new opportunities for deregulation and flexibility in control, combined with new forms of control in older areas of towns through the Town and Village Renewal Act 1984.

PLANNING -- SWITZERLAND

Gilg, Andrew. (1985). 'Land Use Planning in Switzerland'. *Town Planning Review*. 56(3): 315-338.

Switzerland is a highly federal country in which nearly all planning power rests with the cantons and communes. Previous attempts to impose some sort of planning coordination from above have been strongly resisted. However the 1979 law on land use planning provides a basis for the introduction of coordinated planning between the federal, cantonal and communal levels. This article discusses the background to the law, the main powers it introduces, and assesses the effect it could have on the development of Swiss land use planning at the national, regional, cantonal and local levels. However, real power as expressed through development control remains with the communes.

PLANNING -- UK, LONDON

Simmie, James and Susan French. (1989). 'Corporatism, Participation and Planning: the Case of London'. *Progress in Planning*. 31:1-57.

This work reviews the recent planning experience in four London boroughs from the perspective of how corporatism as a policy played a role in the planning process.

PLANNING -- UK

Bruton, Michael and D. Nicholson. (1984). 'Strategic Land Use Planning and the British Development Plan System'. *Town Planning Review*. 56(1): 21-41.

This article reviews the theoretical basis of strategic planning and develops an idealised hierarchical framework for the achievement of social and economic change. A comparison of this scheme with the British system of planning shows that in several respects the latter is deficient. The paper focuses on the role played by structure and local plans, and considers how and why many local planning authorities are supplementing the statutory provisions through the use of informal local planning material. A number of changes are suggested with are intended to ensure that the British planning system as a whole accords more closely with the theoretical framework for strategic planning and implementation.

Healey, Patsy. (1986). 'Planning Policies, Policy Implementation and Development Plans'. *The Planner*. September: 9-12.

Home, Robert Keith. (1985). 'British Planning Law and the Politics of Inner City Renewal'. *Urban Law and Policy*. 7:75-87.

Jones, Alan. (1985). 'Development Control Workshop: Recent and Emerging Trends'. *The Planner*. 75(2): 75-80.

Lloyd, M.G.. (1986). 'The Continuing Progress of the Enterprise Zone Experiment: A Note as to Recent Evidence'. *Planning Outlook*. 29(1): 9-12.

Lloyd, M.G. and J. Rowan-Robinson. (1988). 'Regional Reports or Structure Plans? Opportunities for Strategic Planning in England. *Planning Outlook*. 31(1): 47-51.

The British Government is proposing a new system of single-tier development plans for England and Wales, with clear implications for the strategic level of planning. This paper considers a proposal by the Committee of Inquiry into Town and Country Planning set up by the Nuffield Foundation, for a revised strategic planning network which includes a 'local strategy'. The paper considers the lessons to be drawn from the use of regional reports in Scotland since the early 1970s and concludes on a note of caution for the Government's proposals.

Moor, Nigel. (1983). *The Planner and the Market: An examination of the Role of the Planner in Development*. Godwin. London.

Owens, Susan. (1986). *Energy, Planning and Urban Form*. Pion. London.

Parr, John B.. (1986). 'The Regional Density Function: An Application of the Concept in Planning'. *Town Planning Review*. 57(3): 319-330.

The metropolitan area has given way to the more extensive metropolitan-area-based region as a dominant feature of the space economy. It is possible to view the spatial structure of such a region in terms of the familiar population density profile, and this can be characterised in terms of several mathematical functions, including the lognormal. The concept of the regional density function may be applied to a variety of research questions, and the one discussed here concerns the analysis of land use regulation. Consideration is given to the impacts of three alternative modes of regulation (each involving a green belt policy) which are implemented in an environment of changing regional spatial structure.

Whitehand, J.W.r.. (1987). *The Changing Face of Cities: A Study of Development Cycles and Urban Form*. B. Blackwell. Oxford.

PLANNING -- UK AND NETHERLANDS

Thomas, D. et al. eds. (1983). *A Comparative Study of Local Planning and Development in the Netherlands and England*. Martinus Nijhof. The Hague.

PLANNING -- UK AND US

Smith, Betty. (1988). 'California Development Agreements and British Planning Agreements'. *Town Planning Review*. 59(3): 277-.

PLANNING -- US

Barnett, Jonathan. (1989). 'Redesigning the Metropolis: the Case for a New Approach'. *Journal of the American Planning Association*. 55(2):131-135.

Barnett argues that although planning and urban design have their successes, that there are isolated good examples of almost every aspect of urban and suburban development and that current design and planning procedures usually do an effective job of managing downtown growth or guiding the layout of residential subdivisions, the general quality of urban and suburban development in the United States falls short of the standards set by the best examples. Barnett admits that one reason for this is the lack of political will but he wants to argue that the slow growth in planning techniques is another and important reason. If planners could provide policy makers with better alternatives they could get better results.

He notes, for example, that since the 1970s more than half of all new office and retail development has been taking place in suburban districts or on the perimeter of major metropolitan areas that are not as experienced in managing rapid growth as older urban centres. As a result, the primary urban design determinant has been commercial strip zoning, a development concept ludicrously inadequate to the task.

But to develop new techniques, the planning profession and policy makers must renew their belief in development regulations. Barnett argues that the prevalent belief in the United States that development regulation stifles growth is simply a myth. He admits that while some development regulations stifle development and create banal and unattractive places which jeopardize growth and quality of urban life, there are also examples of imaginative development regulations that foster healthy growth. It is not necessary to give up development regulation because it does not always work, or because badly-drawn new rules might harm investment or create a boring environment.

He suggests three areas where the way government intervenes in development could be significantly improved: (i) the key to better management of prime suburban growth areas is to build environmental protection into zoning regulations, a step that in turn leads to alternatives to the commercial strip, and ways to stop paving and regrading the entire landscape; (ii) locating a business downtown should be an attractive option, not an unavoidable necessity. Promoting a more diversified economy leads to a better central city planning. But U.S. downtowns also need more of the amenities to be found in traditional European cities; and, (iii) the principal advantage of bypassed areas to the real estate market is their great existing investment in urban infrastructure. One way they can compete with the suburban fringe, where major new infrastructure expenses are required, is if steps are taken to counteract the blighting effects of railway and highway viaducts or cuts, to modify or reuse the relics of obsolete industrial development, and to correct poorly planned or fragmented ownership patterns -- the physical conditions that caused most such areas to be bypassed in the first place.

Barnett is convinced that what is needed is to show policy makers a new pattern that is superior to what is being followed now. The necessary techniques exist, using powers that governments already exercise; there are even isolated examples of success.

Pucher, John. (1988). 'Urban Travel Behavior as the Outcome of Public Policy'. *Journal of the American Planning Association*. 54(4):509-520.

Urban transportation systems and travel behavior vary widely, even among countries with similar per-capita income, technology, and urbanization. This article compares modal-split for twelve countries in Western Europe and North America. Differences in travel behavior arise largely from public policy differences, especially from differences in automobile taxation. In addition, variations in transit subsidies, land use controls, and housing programs significantly influence travel choices, although sometimes only indirectly. Studies based on data revealing 'commuter preferences' thus have little value in terms of understanding why how those preferences came into being. The success of public transportation depends more on supportive urban development and automobile taxation policies than on transit subsidies. The absence of such complementary policies in the U.S. explains the ineffectiveness of the attempt to revive American public transportation exclusively through large subsidies.

Pucher's basic premise is that differences in travel behaviour among countries are largely due to differences in public policies. These include transportation policies such as subsidization and taxation as well as non-transportation policies such as land use controls and housing programs. Using modal split as a convenient indicator of travel behaviour, Pucher compares travel behaviour and public policies for the United States, Canada and ten countries from Western Europe.

Differences in modal split between the United States on one hand, and Canada and Western Europe on the other, are attributed to differences in automobile ownership, infrastructure provision for pedestrian and bicycle traffic, taxation on automobiles and gasoline, employer-paid parking, public provision of roads and land-use planning and housing policy. While Pucher insists that this work is of historical interest and is not designed to evaluate public policy decisions, he does suggest one important implication. He feels that a high level of transit ridership (i.e. a more favourable modal split for transit) is not the simple outcome of a high level of transit subsidies but rather a range of complementary pro-transit public policies.

Pucher concludes that channelling funds to public transportation is not an effective means to encourage public transit. Urban growth plans must be based explicitly on public transit principles to stimulate transit based commuting patterns in large metropolitan areas.

POLICY – CANADA

Weaver, Clyde. (1985). 'Regions, Decentralization and the New Global Economy: An Overview'. *Canadian Journal of Regional Science*. 8(3):283-297.

Weaver argues in this paper that changes that occurred in the 1980s in patterns of regional urban growth made classical assumptions of regional theories and policies obsolete. The classical regional urban growth theories considered scale economies as a determinant of comparative advantage, cities as determinants of locational decisions and minimization of transport costs as the key variable in locational analysis. All three of these concepts led to a focus on the advantages of centralization and metropolitan location. But the processes that

were misleadingly named as 'counter urbanization' in the 1970s and new geographic patterns of urban growth (multi-nucleated and polycentric) made it impossible to work with the classical concepts of regional urban growth. By the first half of the 1980s many analysts were arguing that the exception had become the rule: deindustrialization of the metropolis was moving ahead rapidly, and decentralization of production to the national periphery and the offshore were said to represent an emergent general tendency. Weaver then goes on to review some new concepts that were proposed to understand new patterns of regional urban growth. He discusses works on industrial organization and multinational corporations, ideas about a new international division of labour, the affects of technology and technological change, and changes in the character of labour markets.

Weaver concludes that a clear image of regional urban growth cannot be formed from the current literature. While major changes have occurred over the last two decades in the geography of regional urban growth, no new consensus has yet emerged to provide an explanation of the structural and functional relations at the heart of this process. There seems little question that the institutional organization of production has markedly influenced contemporary geographic divisions of labour. The multinational corporation is of relatively recent origin and carries within itself the potential for massive restructuring of the global economy. How much of this potential has been realized to date is still a matter of contention. But new national centres of industrial expansion have also appeared, reinforcing decentralist trends within the organizational development of international institutions. All these changes in the global economy will have important affects on regional urban growth.

POLICY – DENMARK, COPENHAGEN

Illeris, Suen. (1989). 'A New Regional Plan Proposed for the Copenhagen Area'. *Scandinavian Housing and Planning Research*. 6:175-196.

Illeris argues that the Copenhagen region, with 1.7 million inhabitants or a third of the total Danish population, and reaching out some 60km from the city centre, has an interesting planning experience.

The first comprehensive regional plan was prepared between 1945 and 1947 by a distinguished planning team. The plan was named as 'finger plan' and was designed around traffic lines separated by green wedges. The traffic lines would connect people living in the fingers with the central business district, while local service centres could be located in the fingers.

But by the late 1950s it became clear that the finger plan underestimated or overlooked the impact of rising car ownership and low density development. As a result the pressure on the old city centre increased further. A new plan in 1960 suggested a new solution: the establishment of a second main centre, some 20km to the west of the old central business district, in a western 'super finger'. However, a committee of experts could not agree on this principle. Half of the members recommended a prolongation of the original fingers. As this debate went on, rapid urban growth surged ahead in the 1960s. The need for a regional plan became stronger. A third planning team was appointed. A new regional plan was produced in the early 1970s which was based on the principle of rapid urban growth around the original fingers. But by the time the plan was adopted in 1974 urban growth had already slowed down. The regional plan became an empty shell. In 1985 the national Minister for the Environment, who approves regional plans, decided that a new

regional plan should be drawn up. A proposal was published in 1989 which marked a clear break with the 1973 plan (which was a product of the same team). The main principle was to use or reuse existing investments as much as possible, and the method has changed from grand visions to minute analyses of the problems and potentials of specific areas within the region. The result was a plan which largely resembled to the almost forgotten original finger plan.

However, the general emphasis is on improvements rather than on new developments. For instance a good provision of local shops gets higher priority than the construction of big malls or hypermarket units. This approach has been well received.

PLANNING -- US, CA SAN FRANCISCO

Ogden, Katharine. (1987). Joint Development in the San Francisco Bay Area: A Study in Land Use and Transit Planning. Urban Law and Policy. 8:465-478.

The author sets out to examine the concept of value capture of public investments in transit infrastructure through the policy of joint development. This policy typically involves the public transit agency in partnership with private interests in real estate projects. In order to illustrate the issues raised by such partnerships, Ogden uses a case study of joint development by the San Francisco Bay Area Rapid Transit District (BART). The purpose of BART's joint development program is to generate new sources of income through such mechanisms as participation leases and to increase transit ridership in the long term through land use changes. Although BART has had some land use successes, a lack of a coordinated land use and transportation policy has resulted in the failure of BART to achieve the commercial development it sought around many of its suburban stations. The case study attributes this failure to the lack of consistent transit corridor zoning and to regional land use concerns obscured by local politics. Ogden feels this is particularly American in its genesis in that local government fragmentation is not congruent with systematic land use controls. This supports the premise that transit has little influence on land use except where favourable zoning, community support and market demand are present.

PLANNING -- US, CA

Dorossin, Edie. (1988). 'Regional Planning in the Golden Triangle'. Western City. 64(8):9-10.

This article focuses on the achievements of the Golden Triangle Task Force (GTTF) which is composed of Santa Clara County and the California cities of Milpitas, Mountain View, Palo Alto, San Jose, Santa Clara and Sunnyvale. Formed in 1985, the objectives of GTTF were to bring the employment, housing and transit system in the Golden Triangle into substantially better balance. To accomplish these objectives, the GTTF developed policies to reduce the number of cars in the system, increase the capacity of public transportation, increase housing and limit development to that supportable by existing and planned transportation infrastructure.

PLANNING -- US, TENNESSEE

Miller, Ron. (1987). 'Changes and Challenges in Regional Planning: The Hamilton County Context'. *Urban Resources*. 4(2):C1-C5.

This article describes how the Hamilton County, TN, Regional Planning Commission (HCRPC) has changed since its inception. Miller singles out three controlling factors that have worked against identifying and achieving regional goals. He says that the two of the factors are pervasive political trends (separation and specialization) that have limited the current scope of regional planning in the county to the realm of land use and zoning. The third factor is the absence of linkage between these two areas of responsibility, which Miller says diminishes the effectiveness of each. Miller presents the HCRPC's recently adopted proactive role in goals management and plan implementation as a desirable alternative in the absence of legislative mandates for achieving regional planning objectives.

PLANNING -- US

Caves, Roger. (1987). 'Defining Urban Regions: Land Use and Legal Considerations'. *Urban Resources*. 4(2):23-26.

This article points out that cities must now take into account surrounding regions and neighbouring cities when developing growth plans. The author says that this is especially important when population management and growth control techniques are being developed. The article discusses how cities are coping with growth, and offers reasons why cities should examine their land use activities from a regional perspective. It also provides an overview of court decisions as they relate to the issue of regional considerations and local land use activities.

Kelly, Damian. (1986). 'Planning versus Democracy'. *Land Use Law and Zoning Digest*. 38(7):3-5.

Kelly notes that a plan that is prepared by a committee composed of the populace of a community or, in a more extreme case, prepared by the entire body politic may represent democracy at its best, but it cannot represent planning at its best. However, says Kelly, a truly comprehensive plan prepared by professional planners is by definition not prepared by the people. And yet it attempts to guide future actions of a government of the people and by the people. If the plan does not represent the will of the people, then it is unlikely to be followed by a government constituted of those people. Kelly concludes that although planning and democracy are not contradictory practices, a plan that reflects its origin in government of the people by the people will be a plan prepared by a committee and may thus be less perfect than a plan prepared by professionals but is more firmly rooted in democratic philosophy of government.

Leven, Charles L. (1982). 'Reversing Metropolitan Concentration as an Economic Issue'. Institute for Urban and Regional Studies, Washington University. Washington, D.C..

McKew, Arthur. (1988). 'Regional Planning Commissions: A Growing Contribution to the Planning Process'. New Hampshire Town and City. 31(7):15-16.

In 1935, a public law in New Hampshire gave municipalities the authority to form regions. In 1969, regional planning commissions were created. Each commission has a board consisting of individuals appointed by selectmen or city councils. Each community has one commissioner and additional commissioners are authorized from a community, depending on population. This article focuses on how New Hampshire regional commissions handled planning growth in the last decade.

Meltzer, Jack. (1984). 'Metropolis to Metroplex: The Social and Spatial Planning of Cities'. The Johns Hopkins University. Baltimore.

Rothblatt, Donald D.. (1982). Planning the Metropolis: The Multiple Advocacy Approach. Praeger. New York .

POLICY -- CANADA, TORONTO

Pill, Juri. (1987). 'Choices in Urban Transit Policy: Technology, Financing, and Organization'. Unpublished ms. Toronto Transit Commission Planning Department. Toronto.

POLICY -- CANADA, WINNIPEG

Kiernan, Matthew J.. (1987). 'New Directions for Canadian Urban Policy'. Urban Law and Policy. 8:289-298.

This article argues that the failure of a national urban policy program in Canada need not obscure an important need for intergovernmental urban policy programs. The Winnipeg Core Area Initiative is reviewed as a successful example of such a program. It is argued that those Canadian cities which look elsewhere for models might like to think about the Winnipeg experience.

POLICY -- CANADA

Bakvis, Herman. (1989). 'Regional Politics and Policy in the Mulroney Cabinet, 1984-1988. Canadian Public Policy. 15(2):121-134.

Bourne, L.S.. (1982). 'Regional Policy in Canada: An Urban System Perspective'. Canadian Journal of Regional Science. 5(2):283-290.

- Britton, John N. H.. (1988). 'A Policy Prospectus on Regional Economic Development'. *Canadian Journal of Regional Science*. Spring:147-165.
- Britton, John N. H.. (1988). 'Economic Change and the Regional Question'. *Canadian Journal of Regional Science*. Spring:167-179.
- Doerr, Audrey. (1982). 'Organizing for Urban Policy: Some Comments on the Ministry of State for Urban Affairs'. *Canadian Journal of Regional Science*. 5(1):95-101.
- Hulchanski, David J.. (1988). 'The Evolution of Property Rights and Housing Tenure in Postwar Canada'. *Urban Law and Policy*. 9:135-156.
- Magnusson, Warren. (1981). 'Metropolitan Reform in the Capitalist City'. *Canadian Journal of Political Science*. 14:557-585.
- O'Brien, Allan. (1982). 'The Ministry of State for Urban Affairs: A Municipal Perspective'. *Canadian Journal of Regional Science*. 5(1):83-94.

POLICY -- EUROPE

- Batty, Michael. (1984). 'Urban Policies in the 1980s: A Review of the OECD Proposals for Managing Urban Change'. *Town Planning Review*. 55(4): 489-498.

POLICY -- EUROPE

- Noess, Peter. (1989). 'Sustainable Urban Development'. *Scandinavian Housing and Planning Research*. 6:45-49.

Organization for Economic Cooperation and Development. (1983). *Managing Urban Change: Volume 1: Policies and Finance*. Organization for Economic Cooperation and Development. Paris.

Organization for Economic Cooperation and Development. (1983). *Managing Urban Change: Volume 2: The Role of Government in Urban Affairs*. Organization for Economic Cooperation and Development. Paris.

POLICY -- EUROPE AND NORTH AMERICA

- Moss, Mitchell L.. (1987). 'Telecommunications, World Cities, and Urban Policy'. *Urban Studies*. 24:534-546.

The article explores the way that telecommunications technologies are leading to the centralization of business services in a small number of principal world cities, while simultaneously leading to the dispersion of routine information-based activities to the periphery of the metropolitan regions surrounding the largest central cities. The author notes the lack of attention to the contributions of communication technologies to urban growth and economic development as compared to that given to urban infrastructures such as transportation networks.

Approaches to studying the relationship between telecommunications and urban growth have looked at the effects of communications technology on office location. The decentralization approach predicts that the central city will lose its locational advantage in the metropolitan structure as technological advances lower the necessity for concentration. A decentralization with centralization approach, adopted in the author's analysis, is that the effects of telecommunications systems on cities will depend on the functions that urban centres perform; cities that are centres for information-intensive services are likely to benefit in that the greater extent of geographical decentralization (regionally and internationally) will lead to the greater need for the centralization of key control activities. This approach is further explored in terms of its influence on the creation of "international information capitals" (e.g. New York, Tokyo, London) where the evaluation of a city's economic health and importance to a nation-state may no longer be measured by its population, employment, etc. but rather by its number of foreign banks and information-intensive services.

Moss therefore argues that a knowledge of the impacts of telecommunications technology is important towards an understanding of how new infrastructure will help or hinder the city's capacity to attract and retain growing information-intensive industries. One example is how the growth of information-intensive services has led to the development of an infrastructure for transmitting information: increasingly telecommunications infrastructure is based on optical fibre systems which are being installed along major transportation rights-of-way. A second example has been seen in the specialization of inner city, modern office buildings for centralized decision making, management and control operations, and the decentralization of routine data processing activities. This changing infrastructure of office buildings has accentuated the city's role as a hub for the exchange of information.

The urban policy implications of this are that an understanding of economic and technological forces is required which looks at the role of the central city not in its regional or national role, but as part of the international economy. It is noted for example that the presence of advanced telecommunications systems can facilitate growth of information-intensive firms. Therefore, traditional policies for attracting firms such as lowered land costs, tax breaks, etc. which emphasize the location of land within the city rather than within a world economy need to be rethought within an urban development policy which addresses telecommunications technology and its impacts. This is required to also address the link between land use conflicts and social policy problems of large cities (e.g. gentrification, job relocations, growth of suburban offices, etc.) to the growth of information-intensive service industries. The author proposes a telecommunications-based urban policy, one which looks at how cities can maintain and attract communications-intensive economic activities. This policy should recognize how this technology makes new demands on labour skills, office location and design, and transportation infrastructure. Moss concludes that since the design and development of communications systems fall outside the control of local authorities

and are largely in the hands of private production, the challenge then is for better recognition of the impacts of this on urban growth and the development of a planning framework for the 'movement of information'.

POLICY - US

Hill, Richard C.. (1983). 'Market, State and Community: National Urban Policy in the 1980s'. *Urban Affairs Quarterly*. 19(1):5-20.

The purpose of this article is to evaluate the American national urban policy in the context of urban theory. The author chooses a broad definition of national urban policy which, in addition to denoting federal policies and programs specifically targeted to cities, also sees the potential urban implications in every government policy, whether targeted to cities or not. This view therefore acknowledges that social forces beyond the city are also at work in shaping urban places. Hill describes the new federalism as consisting of five central elements: (1) contraction of the welfare state and expansion of the warfare state through selective cutting and recomposition of the federal budget; (2) changes in tax policy designed to shift resources from smaller businesses and less advantaged workers to larger corporations and the more affluent in general; (3) decentralization of federal authority and fiscal responsibility for a range of programs shifted to state and local levels of government; (4) the easing of government regulations on business activity in relation to the natural environment, workplace health and safety standards, economic concentration, and civil rights; and (5) an approach to urban economic development emphasizing public incentives to encourage private profit through mechanisms such as urban enterprise zones, the split minimum wage and the "reprivatization" of government services. Hill discusses this national urban policy by paying particular attention to the assumptions concerning market, state and community which inform the urban policies of the proponents of the New Federalism. The market is a system of economic production, exchange, and distribution; the New Federalists, he argues, apply a model to urban policy which assumes that the market system provides everyone with an improved standard of living, and an expanding range of consumption possibilities. However, this fails to acknowledge existing social relations, the centralization of economic power among giant corporations, and the impacts of these on the resulting redistribution of income and power. Hill uses the example of the urban enterprise zone which represents zone tax expenditure incentives amounting to a small fraction of the cuts made in federal programs that in the past had gone to residents and businesses in depressed urban areas. In effect enterprise zones represent short term economic development strategies and more like a strategy for leaving states and cities to their own economic devices.

The state is defined as encompassing the institutions of government at all levels. The New Federalists offer that the proper response to "stagflation" is to reduce the size and power of government and in this way improve government efficiency, resulting in the freeing up of resources and subsequent expansion of the private sector leading to increased productivity. This is in opposition to the neo-Keynesian counterargument that economic growth in a modern capitalist society requires expansion in the state's role in the economy. Hill argues that for distressed urban areas to emerge successfully from the current economic crisis requires such an expansion of the state in economic life.

Community is defined as the bond between place and culture; Hill describes the relationships between the decentralization of authority, community and local democracy as

being far more complex than that inferred by the democratic values the New Federalism proposes to represent. He contends that the New Federalists propose that the transfer of a wide range of government activities from federal to state and local governments asserts the values of decentralized authority, community and local democracy, and appeals to the public distrust of a too-distant and too-intrusive state. However, in effect, Hill argues the New Federalism has more to do with imposing competition among state and local governments for scarce resources and the restoration of a form of "natural discipline" on spending. Local governments will become more responsive to tax and expenditure demands of business. The large limits placed on the community by the market and state will give it little power to cope with local problems which are in many cases of national or international origin. Finally, local self-government will mean little without the fiscal resources to act.

Hill concludes that the new national urban policy is not congruent with economic and political realities. In the first instance, as markets are increasingly internalized by corporations and economic power concentrated in giant corporations, this new policy relies on an economy governed by competition. Second, despite the evidence of an interdependency between economy and state, the new policy assumes that government activity occurs at the expense of private economy. Finally, this new policy advocates a model of urban life that disassociates place and culture, treating communities like enterprises disciplined by competition. Hill feels that the challenge of urban theory and urban policy for the 1980s is to reconcile economic planning with political democracy in the city.

POLICY -- FRANCE, PARIS

Merlin, Pierre. (1986). 'The Growth of Paris Region: Town Planning and the National Policy'. *The Future of the Metropolis*. 337-348.

POLICY -- FRANCE

Schabert, Tilo. (1985). 'The Decentralization and the New Urban Policy in France'. *Urban Law and Policy*. 7:57-74.

In this study, Schabert traces the genesis, legal formation and implementation of the new urban policy and of government decentralization in France. He also sets out to provide the historical, political and social significance of these changes. The basic premise is that France has pursued a policy of modernization and centralization over the last two hundred years but that it has now entered into a period of demodernization or an 'urban renaissance'. Schabert feels that the full potential of this urban renaissance was released only by the process of decentralization (political and administrative) initiated by President Mitterand soon after his 1981 election victory. Schabert feels that these policies represents a complete shift to a more human scale planning paradigm and that this experiment may have a number of potential repercussions. The first is financial in that the the new urban policy and the process of decentralization will involve significant monetary costs. A new and complex system of local decision making will emerge from this shift and within it will operate a new class of local technocrats and administrators. In terms of the historical,

political and social context, Schabert concludes by stating that the debate on this experiment is also a debate on the legitimacy of governing in France.

Thoenig, Jean-Claude. (1986). 'Master Plan and Systemic Effects'. *Research in Urban Policy*. 2(a):77-87.

This article reviews some of the important changes that occurred in the municipal government system of France. It documents recent legislation towards greater decentralization and local autonomy in units of local government and administration (communes, departments and regions). It discusses problems and potentials of decentralization of government in France which is underway.

POLICY -- GERMANY, BERLIN

Kern, Manfred. (1986). 'Evaluation of Recent Policy Innovations in Berlin'. *The Future of the Metropolis*. 381-390.

POLICY -- GERMANY

Konukiewitz, Manfred. (1986). 'Policies for Urban Economic Development in the Federal Republic of Germany'. *The Future of the Metropolis*. 371-380.

POLICY -- GERMANY

von Einem, Eberhard. (1982). 'National Urban Policy -- the Case of West Germany'. *Journal of the American Planning Association*. 48(1):9-23.

West Germany is a federal republic; responsibilities and powers to guide urban development are shared among governments at three levels -- federal, state, and local. There are several sectoral policies such as housing, urban redevelopment, land use planning, environmental controls, historic preservation, transportation, economic development, and spatial planning that add up to what might be called a national urban policy. Most of these sectoral policies are based on intergovernmental grant-in-aid programs planned by a number of coordinating organizations which crosscut federal, state, and local jurisdictions. Although there has been an attempt to achieve more comprehensive, integrated, and coordinated guidance of urban development, the actual pattern of policy implementation remains rather fragmented. As a federal state, urban policy responsibility in West Germany is shared among three levels of government and the key issue continues to be one of policy coordination. West Germany's national urban policy is basically no more than the sum of a number of sectoral policy areas (e.g. housing, transportation, historic preservation etc...). In this article, von Einem examines the division of powers among governments as they pertain to urban policy and the use of planning agencies and inter-governmental coordinating agencies to facilitate urban policy. These coordinating entities can be horizontal (e.g. an association of local governments), vertical

(e.g. transportation interests at national, regional and local levels) or some combination of the two. The author suggests that coordination has proven to be difficult because of organizational fragmentation. For example, each sectoral policy must be supported internally at each level of government and then subsequently fit with all other sectoral policies within the national urban policy framework. It appears that the political climate that gave rise to strong centralized planning is changing as the problems of coordinating urban policy become more apparent. State level governments want more legislative and administrative flexibility, albeit with continued federal financing, while local governments want more unconditional block grants direct from the federal level and less state regulation of urban development.

POLICY -- NETHERLANDS

Priemus, Hugo. (1981). 'Rent and Subsidy Policy in the Netherlands During the Seventies'. *Urban Law and Policy*. 4:299-355.

van den Berg, L. et al.. (1982). *Urban Development and Policy Response in the Netherlands*. Netherlands Economic Institute. Rotterdam.

POLICY -- SOVIET UNION

Mandelker, Daniel R.. (1979). 'City Planning in the Soviet Union: Problems of Coordination and Control'. *Urban Law and Policy*. 2:97-109.

American city planners face difficulties in implementing their land use plans because of development pressures from the private market. In theory, these difficulties should disappear in Soviet city planning, since government agencies control both the city planning and land development process. This article suggests that comparable difficulties have been created for Soviet city planning by an internal fragmentation of authority and a heavy centralization of power in autonomous state enterprises.

POLICY -- SWEDEN

Goldfield, David R.. (1982). 'National Urban Policy in Sweden'. *Journal of the American Planning Association*. 48(1):24-38.

National urban policy in Sweden is framed within a three-tier administrative system of city, county (region) and national governments. Through national legislation, local governments play the lead role in urban development while regional governments are playing a diminishing role over time. The national government influences local decisions through financial and environmental policies. Goldfield provides an overview of national urban policy in Sweden beginning with a review of the legislation which is followed by a discussion of policy implementation and evaluation. In a discussion of future urban policy changes,

Goldfield suggests that the trend of planning decentralization will continue. The author feels that the success of Sweden in social housing and building codes, esthetically conscious planning, and in citizen participation should not be overlooked. Despite these successes, Swedish urban policy is in a state of transition and cities are facing many of the same problems experienced by their Western European counterparts. The Swedish experience indicates that it is possible to decentralize the planning process so long as the decision-making power remains in the public sector, particularly in the case of land use. However, this also requires strong national support in the form of national standards (e.g. building codes) and financial structures (e.g. tax policy and loan programs).

Lundqvist, Lennart J.. (1984). 'Strategies for the Swedish Public Housing Sector'. *Urban Law and Policy*. 6:215-251.

Swedish public rental housing is provided through Municipal Housing Corporations. This article reviews some of the recent strategies adopted by such corporations.

POLICY -- SWEDEN AND NORWAY

Gustafsson, Gunnar. (1984). 'The Function of Master Planning in Swedish and Norwegian Land Use Policy'. *Urban Law and Policy*. 6:343-361.

The development of master plans in Sweden and Norway is used as the basis for illustrating the link between policy formulation and its implementation.

POLICY -- UK, LONDON

Lever, William. (1986). 'Economic Development Policy on London'. *The Future of the Metropolis*. 349-370.

Cox, Andrew. (1980). 'Continuity and Discontinuity in Conservative Urban Policy'. *Urban Law and Policy*. 3:269-292.

Hall, Peter. (1983). 'Housing, Planning, Land and Local Finance: The British Experience'. *Urban Law and Policy*. 6:75-86.

Hall, Peter. (1988). 'The Industrial Revolution in Reverse?'. *The Planner*. January: 15-19.

Short, John. (1982). 'Urban Policy and British Cities'. *Journal of the American Planning Association*. 48(1):39-53.

This article deals with the major policies which have affected British cities in recent years. After outlining the political and economic background of policy formulation the article then discusses two important aspects of policy implementation: the structure of local authorities and the character of the planning profession. Four of the most important

policies are then examined: the switch in housing policy from redevelopment to improvement, the operation of land use controls, and the changing nature of the inner-city program. The final section questions the validity of an urban policy.

Solesbury, William. (1987). 'Urban Policy in the 1980s: The Issues and Arguments'. *The Planner*. June: 18-22.

POLICY -- US

Livingston, Lawrence. (1984). 'California General Plan Requirements'. *Urban Lawyer*. 16(1):1-15.

The California Government Code requires counties and cities (except charter cities) to prepare and adopt general plans. The planning law mandates that each general plan shall consist of at least nine elements: land use, circulation, housing, conservation, open space, seismic safety, noise, highways, and safety. Municipal decisions on zoning, subdivisions, and actions are required to be consistent with the general plan. In the past decade a number of suits in the California courts have challenged local government decisions on land use and development issues on the ground of the inadequacy and inconsistency of general plans.

Livingston argues that certain general plan requirements are questionable. The mandate that the plan consist of nine elements violates the fundamental planning concept of comprehensiveness. Another defect in the elements requirements is their lack of a consistent format. And except for the housing element, the requirements may be criticized for failure to prescribe consideration of regional and statewide concerns.

The California Planning Law Task Force has prepared a comprehensive revision of the state planning law. A 1982 amendment to the planning law aims to prevent suits, challenging the adequacy and consistency of general plans, from blocking the construction of urgently needed affordable housing. The statute requires that the courts give such suits priority in setting trial calendars. When a general plan has been found inadequate or inconsistent, a city or county is allowed only 120 days to bring it into compliance with the law. Another 120 days are allowed for bringing the zoning ordinance into consistency with the plan. The statute authorizes the courts in general plan adequacy and consistency suits to refer the action to a referee who must support his findings within ninety days.

Livingston, however, doubts that assaying the adequacy and consistency of general plans is an appropriate role for the courts. Most general plans necessarily are technical, complex documents. To reach sound decisions, judges would have to be familiar with urban and regional planning theory and practice, as well as with conditions in the particular area. He concludes that depending on the subjective and conflicting testimony of expert witnesses is not an ideal situation and is likely to create unnecessary conflict over time.

POLICY -- US, CA

California. Office of Planning and Research. (1985). Office of Planning and Research. The Office of Planning and Research. Sacramento.

This document describes the purpose of the Office of Planning and Research and its administrative organization.

Abney, Glenn and T.A. Anderson. (1983). 'Federal and State Impact on Local Governments'. *Administration and Society*. 14:469-478.

This article discusses the orientation and relationships among federal, state and local governments in urban policy. While federal government's immediate impact is minimal, state governments play important roles in local government policy decisions.

Barnekov, Timothy, R. Boyle and Daniel Rich. (1989). *Privatism and Urban Policy in Britain and the United States*. Oxford University Press. Oxford.

This book evaluates the meaning and implications of efforts to privatize urban policy in Britain and the United States. This is a practice which gained considerable prominence in the 1980s when conservative governments in both countries sought to enlarge the role of the private sector in urban change and to reduce public interventions in local development. The authors consider how urban policy has been designed to promote the role of the private sector, and examine the similarities and differences that exist in the endeavor between the two countries. They argue that too much attention has been devoted to selling the virtues of the private city. They document the limits of political decisions which rely on the private sector in urban development. The book notes that while federal and state policies have been inclining towards privatization, there have been a growing concern, particularly among American citizens, about uncontrolled growth. Many American cities have developed growth controls in response to citizen demands. There is a breach between how federal and state policies consider urban growth and how citizens and municipalities respond to it.

Barrows, R.L.. (1982). *The Roles of Federal, State and Local Governments in Land Use Planning*. American Planning Association. Report no. 197. Washington, D.C..

This report concentrates on agricultural land preservation and includes information on the constitutional role of the federal government in land use planning. It also includes a discussion of state delegation of control to local government.

Carroll, John J.. (1987). 'State-Level Perspectives on Industrial Policy'. *Economic Development Quarterly*. 1(4):333-342.

Economic development has emerged as a major function of state government in recent years. Using data from a nationwide mail survey, the article examines the economic development views of the legislators and bureaucrats in the states. The article discusses three different types of state economic development strategies. They include traditional, contemporary industrial and interventionist policies.

Fainstein, Norman and S. Fainstein eds. (1982). *Urban Policy under Capitalism*. Sage. Beverly Hills, California.

Ferrel, Heady. (1987). 'American Constitutional and Administrative Systems in Comparative Perspective'. *Public Administration Review*. 47(1):9-16.

Fox, Kenneth. (1986). *Metropolitan America: Urban Life and Urban Policy, 1940-1980*. University Press of Mississippi. Jackson.

Kenneth Fox takes a much needed historical perspective on metropolitan growth and urban policy in the United States between 1940 and 1980. He concludes that the concept of counterurbanization or urban decline are too sensationalist to account for the important transformations in metropolitan growth. He emphasizes the role of national and state urban policies to bring about the more recent multinucleated form of growth in the 1970s and the 1980s.

Galloway, Thomas D. and John Landis. (1986). 'How Cities Expand: Does State Law Make a Difference?'. *Growth and Change*. 17(4):25-45.

The ways that cities grow have been studied for more than one hundred years. The preferred method of growth in American cities is by annexation. While many planners and other observers of local government have supported the idea that the growth of cities should occur in an orderly fashion, that urban sprawl and municipal fragmentation must be avoided, and that area-wide government should be encouraged, there is an ever-increasing use of annexation and the experience across individual states remains uneven. For this reason, the authors compare state annexation laws and discuss how they have affected the expansion of cities.

Georgian, Andrew. (1983). *Urban Enterprise Zones: A Selected Review of the Literature with Annotations*. Council of Planning Librarians, no. 102. Chicago, Illinois..

Glickman, Norman J.. (1984). 'Economic Policy and the Cities'. *Journal of the American Planning Association*. 50(4):471-478.

This article reviews the economic and urban policies of the Reagan administration in order to see the effects of both urban and nonurban policies on cities. The article examines the effects on cities of changes in budgetary priorities and tax policy and discusses enterprise zones, the New Federalism, and trends in spending on urban programs. The author finds that growing sunbelt cities benefit most from the administration's policies at the expense of distressed central and northern cities.

Hanson, Royce (ed.). (1983). *Rethinking Urban Policy: Urban Development in an Advanced Economy*. National Academy Press. National Research Council, Washington, D.C..

Hicks, Donald. (1982). 'National Urban Land Policy: Facing the Inevitability of City and Regional Evolution'. *Urban Law and Policy*. 5:235-253.

Kasarda, John D.. (1980). 'The Implications of Contemporary Redistribution Trends for National Urban Policy'. *Social Science Quarterly*. 61(4):373-397.

Logan, John R.. (1983). 'The Disappearance of Communities from National Urban Policy'. *Urban Affairs Quarterly*. 19(1):75-90.

The current debate of national urban policy is whether or not metropolitan growth patterns are determined by private market and technological forces or by the particular organization and actions of governments. In this paper, Logan reviews evidence from his previous research on suburban communities that links development processes to the political and fiscal organization of local governments. Three studies are examined to illustrate income differentials between cities and suburbs, social segregation in suburbia and the creation of black suburbs. The basic premise is that if government has contributed to metropolitan inequality, should a reversal of this inequality then become a top priority for urban public policy? The author explores some of the changes in national urban policy under the Reagan administration including the dismantling of many community support programs and their replacement by such policies as the creation of urban enterprise zones. Growth and decline of urban areas are viewed as part of the continuous search for advantage in which market forces have gone hand in hand with public policy to create outcomes of racial and social segregation in space and the concentration of job opportunities in certain locations. The author recommends that the reduction of intercommunity disparities should be the objective of a national urban policy.

Lyons, William. (1986). 'The City as Purchasing Agent: Privatization and the Urban Polity in America'. *Research in Urban Policy*. 2(b):61-73.

This article argues that American cities have long manifested great variation in the functions they perform and the decision-making structures that oversee this performance. It notes that recent fiscal stress among urban areas has led many cities to privatize many functions -- not so much by abandoning these to the whims of the private market place, but by contracting with private vendors. While their solution has obvious appeal to many, it raises fundamental questions about the role of the American urban polity and affects the struggle for power in American cities.

Morgan, Terry D. and John W. Shonkwiller. (1982). 'Urban Development and Statewide Planning: Challenge of the 1980s'. *Oregon Law Review*. 61(3):351-394.

Muchkatel, A. and L. Muchkatel. (1979). 'The Emergence of State Planning and its Potential Impact on Urban Development'. *State and Local Government Law*. 11:55.

National Research Council. (1982). *Critical Issues for National Urban Policy*. National Academy Press. Washington, D.C..

First Annual Report of the Committee on National Urban Policy. This report identifies and discusses five critical issues for national urban policy: mobility of people and jobs, the urban underclass, the new federalism, public-private relationship, and the urban infrastructure.

Peterson, Paul E.. (1981). *City Limits*. Chicago University Press. Chicago.

Robinson, Carla. (1988). 'Economic Development Planning and Policy: Results of a National Survey of Large Cities'. PAS MEMO. January: 1-4.

A study was conducted during which a mail survey of public sector economic development officials from cities with populations over 100,000 were used to obtain information on city administration economic development policy approaches. This article summarizes the responses from 141 cities. It begins with a discussion of the importance of economic development policy within city administrations. The remainder of the article is framed in terms of the roles assumed by the public sector in planning for economic development.

Rondinelli, Dennis A.. (1973). 'Politics of Law Making and Implementation: the Case of Regional Development Policy'. *Urban Law*. 50(3):403-447.

Rubin, B.M. and M.G. Wilder. (1989). 'Urban Enterprise Zones: Employment Impacts and Fiscal Incentives'. *Journal of the American Planning Association*. 55(4):418-431.

The urban enterprise zone is an economic development concept that has been implemented by a large majority of state governments in the United States. Yet there is little evidence demonstrating that this concept is effective at generating economic development at the local level. Nor does previous research on enterprise zones take into account external effects that may stimulate or deter economic growth within a zone. This article seeks to remedy these problems by carrying out a disaggregated analysis of new job development within an enterprise zone, and by presenting a method that enables external growth stimuli and industrial composition to be factored out of the enterprise zone evaluation process. This method relies on shift-share analysis to reveal the comparative advantage of an enterprise zone for generating economic growth relative to the larger metropolitan area of which it is a geographic component. The method is applied to the Evansville, Indiana, Urban Enterprise Zone. From this analysis the article concludes that the enterprise zone concept can be a cost-effective local economic development tool. In anticipation of federal supporting legislation, approximately 1500 state-designated urban enterprise zones (UEZ) have been established in 35 American states. These UEZs are basically geographically targetted tax incentives, job training programs and capital infrastructure. Despite the political failure of the proposed federal legislation, the proliferation of state-level UEZs has given a certain legitimacy to their use as an economic development tool. Rubin and Wilder feel that much of the research on these zones has tended to focus on the concept in theory and that, as such, there is a need to provide more empirical evidence to evaluate the employment benefits versus the incentive costs. The authors also feel that any method to evaluate an UEZ must account for exogenous or external factors which affect growth within the zone. They therefore use a shift and share

analysis in their case study of Evansville, Indiana's Enterprise Zone Program. The shift and share analysis of the period 1983-86 allows the analysis to distinguish zone employment growth from that of the larger metropolitan area of which the zone is a geographical component. Also, the shift and share is disaggregated by sector which allows the analysis to control for the industrial composition of the zone. Two major conclusions are reached. First, substantial employment growth is due neither to metropolitan area growth nor to industrial composition of the zone. The authors therefore infer that growth in the zone is a result of the Enterprise Zone Program. The second major conclusion is that the cost-per-job levels appear to be lower than most public sector economic development programs. The authors' primary recommendation is that tax abatement should be tied directly to job creation since they find no direct relationship between the level of fiscal incentives and the level of job creation. A concern with this recommendation is that the method cannot determine the impact of the incentives on job retention (i.e. those jobs which may have been lost without the creation of the enterprise zone).

Schneider, Mark. (1989). *The Competitive City: The Political Economy of Suburbia*. University of Pittsburgh Press. Pittsburgh, Pa..

Stein, Herbert. (1986). 'Should Growth be a Priority of National Policy?'. *Challenge*. 29(1):11-17.

It is apparent that government policies affect growth. But there is no clear and easy path to a durable rise in growth rate. Stein discusses growth as national policy, the drive for full employment, capital shortage, tax rates and expenditures as growth policies.

Taylor, Stan. (1981). 'The Politics of Enterprise Zones'. *Public Administration*. 59:421-439.

Here a British political scientist offers a detailed analysis of the enterprise zone concept in Britain, based on interviews with civil servants, interest group representatives, and local authority officials. He outlines the background to enterprise zone policy in the context of the debate over solutions to inner city problems, discusses how the original idea was modified through political negotiation, and considers some of the arguments relating to the future success of enterprise zones.

Turkel, G.. (1980). 'Privatism and Orientations Towards Political Action'. *Urban Life*. 9(2):217-235.

U.S. Department of Housing and Urban Development. (1980). *Metropolitan Development Patterns: What Difference Do They Make?*. Office of Policy Development and Research. Washington D.C..

This report analyzes the impact of metropolitan development patterns on the achievement of economic and environmental goals. It partially examines the effectiveness of alternative policy approaches (tax policies, land use strategies) in attaining the same goals. A database for 106 U.S. urban areas was established and used for this research.

U.S. Department of Housing and Urban Development. (1986). Enterprise Zones in America: A Resource Guide. HUD. Washington, D.C..

U.S. Department of Housing and Urban Development. (1988). Enterprise Zone Development: Proposed Rule and Notice of Concurrent Delegation of Authority. Federal Register. 53(107):20556-20563.

U.S. National Transportation Policy Study. (1979). National Transportation Policies through the Year 2000. U.S. Government Printing Office. Washington, D.C..

U.S. President's Commission. (1981). President's Commission for a National Agenda for the Eighties: Urban America. Prentice-Hall. Englewood Cliffs, N.J..

This report examines the dynamics of deconcentration at the urban, regional and interregional levels and the implications of low-density development. It maintains that the process of deconcentration at all levels reflects developments in production technology, the role of economic market, the rise of quality of life and role of government policies. It states that consequences of deconcentration may reflect the lessening degree of historical disparities among regions and that locations that have lost vitality may evolve into centers of new social and economic systems.

Unger, Sherman E.. (1982). 'Enterprise Zones: Some Perspectives on Anglo-American Developments'. Urban Law and Policy. 5:129-147.

Twice in the last twelve years the United States has looked to Great Britain for ideas to resolve urban problems. In the late sixties, the British New Towns served as the model for the American New Communities program. That program failed to achieve its goals because the legislation lacked focus and national support. Today, the United States is considering legislation which would adopt the British enterprise zones as a means to revitalize its distressed areas. While still under consideration by Congress, this legislation may fail to create significant activity in the zones.

Warren, Charles R. ed.. (1985). Urban Policy in a Changing Federal System. National Academy Press. Washington, D.C..

Each of the articles collected in this book illustrates the current state of urban policy within the federal system and how urban policy may be affected by the New Federalism, which pushes toward decentralization of power.

Wise, Harold F. and B. Wakely. (1983). 'The Practice of State Planning and Policy Development'. State Government. 57(3):85-89.

Yago, Glen. (1983). 'Urban Transportation in the Eighties'. Democracy. 3(1):43-55.



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